DOCUMENT RESUME

ED 324 502 CE 056 059

AUTHOR Dave, R. H., Ed.; And Others
TITLE Learning Strategies for Post-Literacy and Continuing Education in Brazil, Colombia, Jamaica and Venezuela. Outcomes of an International Research Project. UIE Studies on Post-Literacy and Continuing Education 5.
INSTITUTION United Nations Educational, Scientific, and Cultural Organization, Hamburg (West Germany). Inst. for Education.
REPORT NO ISBN-92-820-1042-2
PUB DATE 86
NOTE 293p.; Project organized in co-operation with the German Commission for Unesco, Bonn. For other studies in this series, CE 056 055, ED 268 223 and CE 056 057-060.
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC12 Plus Postage.
DESCRIPTORS *Adult Education; *Continuing Education; Educational Practices; Educational Strategies; Foreign Countries; *Learning Strategies; *Lifelong Learning; *Literacy Education; Postsecondary Education; Program Content; Program Development; Teaching Methods
IDENTIFIERS Brazil; Colombia; Jamaica; Venezuela

ABSTRACT

Many countries have recently launched massive programs to promote nation-wide adult literacy, but while these efforts have been commendable, it has been observed that neo-literates who acquire literacy through such programs have great difficulty in retaining it; hence an urgent need to develop suitable programs of post-literacy and continuing education has been felt. In 1980, Unesco's Institute for Education initiated a major research project designed to respond to this need. The research was carried out within the broad framework of lifelong education, and resulted in the series of case studies of which this volume is a part. The following papers are included: "Post-literacy and Lifelong Education of New Literates in Brazil" (A. M. Coutinho, L. M. Carmo Chaves, and V. Galveo); "Literacy, Post-literacy, and Continuing Education Programs in the Perspective of Lifelong Education in Colombia" (Lino Hurtado Bolivar); "The Development of Learning Strategies for Post-Literacy and Continuing Education in Jamaica" (Miriam Moulton-Campbell); and "The Development of Learning Strategies for the Post-Literacy and Continuing Education of Neo-Literates in Venezuela in the Perspective of Lifelong Education" (Antonio Valbuena Paz). The case studies discuss or provide some or all of the following components: general background information on the geography, economy, and political situation of the country under study; literacy and post-literacy initiatives; specific learning strategies (including sample instructional materials); demographic data; the organizational structure of the country's formal educational system; information on available nonformal education; and descriptive data on literacy trainees. (MN)

uie studies on post-literacy and continuing education 5

LEARNING STRATEGIES FOR POST-LITERACY AND CONTINUING EDUCATION IN BRAZIL, COLOMBIA, JAMAICA AND VENEZUELA

R.H. DAVE, A. OUANE, A.M. RANAWEERA (editors)

With contributions from
A.M. COUTINHO, L.M. CARMO CHAVES AND V. GALVAO; L. HURTADO, M. MOULTON-CAMPBELL AND A. VALBUENA PAZ.

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☐ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

unesco institute for education
hamburg

LEARNING STRATEGIES FOR POST-LITERACY AND CONTINUING EDUCATION IN BRAZIL, COLOMBIA, JAMAICA AND VENEZUELA

Outcomes of an International Research Project of the Unesco Institute for Education organized in co-operation with the German Commission for Unesco, Bonn

The Unesco Institute for Education, Hamburg, is a legally independent entity. While the programmes of the Institute are established along the lines laid down by the General Conference of Unesco, the publications of the Institute are issued under its sole responsibility; Unesco is not responsible for their contents.

The points of view, selection of facts, and opinions expressed are those of the authors and do not necessarily coincide with official positions of the Unesco Institute for Education, Hamburg.

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Unesco Secretariat concerning the legal status of any country or territory, or of its authorities, or concerning the delimitations of the frontiers of any country or territory.

© Unesco Institute for Education 1986

Feldbrunnenstrasse 58
D 2000 Hamburg 13
Federal Republic of Germany

ISBN 92 820 1042 2

Printed by

Robert Seemann, Bramfelder Str. 55
D 2000 Hamburg 60, Tel. 61 89 46

uie studies on post-literacy and
continuing education 5

LEARNING STRATEGIES FOR POST-LITERACY AND CONTINUING EDUCATION IN BRAZIL, COLOMBIA, JAMAICA AND VENEZUELA

Outcomes of an international Research Project of the Unesco Institute for Education organized in co-operation with the German Commission for Unesco, Bonn

R.H. DAVE, A. OUANE, A.M. RANAWEERA (editors)

With contributions from
A.M. COUTINHO, L.M. CARMO CHAVES AND V. GALVAO; L. HURTADO; M. MOULTON-CAMPBELL AND A. VALBUENA PAZ.

unesco institute for education
hamburg

5

uie studies on post-literacy and continuing education

titles to be published under the series:

1. **Learning Strategies for Post-literacy and Continuing Education: A Cross-National Perspective**

   by R.H. Dave, D.A. Perera and A. Ouane.
   With contributions from H.S. Bhola and Anil Bordia.
   ISBN 92 820 1038 4

2. **Learning Strategies for Post-literacy and Continuing Education in Mali, Niger, Senegal and Upper Volta.**

   With contributions from A. Ouane, O. Kane, F. Badiane and P.T. Ilboudo.
   ISBN 92 820 1039 2

3. **Learning Strategies for Post-literacy and Continuing Education in Kenya, Nigeria, Tanzania and United Kingdom.**

   With contributions from D. Macharia, C.O. Akinde, Z.J. Mpogolo and A. Stock.
   ISBN 92 820 1040 6

4. **Learning Strategies for Post-literacy and Continuing Education in China, India, Indonesia, Nepal, Thailand and Vietnam.**

   With contributions from Li Jiyuan; D.V. Sharma; A. Iskandar, U. Sihombing et al.; L.N. Belbase; N. Suntornpithug and Le Son.
   ISBN 92 820 1041 4

5. **Learning Strategies for Post-literacy and Continuing Education in Brazil, Colombia, Jamaica and Venezuela.**

   With contributions from A.M. Coutinho, L.M. Carmo Chaves and V. Galvaõ; L. Hurtado; M. Moulton-Campbell and A. Valbuena Paz.
   ISBN 92 820 1042 2

6. **Learning Strategies for Post-literacy and Continuing Education in Algeria, Egypt and Kuwait**

   With contributions from A. Fetni; A.F. Galal; Y. Al-Sharah and D. Khabbas
   ISBN 92 820 1045 7

All edited by R.H. Dave, A. Ouane and D.A. Perera

CONTENTS

FOREWORD xi

CHAPTER 1 POST-LITERACY AND LIFELONG EDUCATION OF NEW LITERATES IN BRAZIL

A.M. Coutinho, L.M. Carmo Chaves and V. Galvão

1. General Background 3

1.1 Geographical, economic and political aspects 3
1.2 The educational system 4
1.3 Manpower training 7
1.4 The problem of illiteracy 8

2. The Literacy and Post-literacy Work of Mobral 12

2.1 Introduction 12
2.2 Decrees and laws 13
2.3 Organizational structure 14
2.4 Resource commitments 15
2.5 Target groups and participants 18
2.6 Programme objectives 19
2.7 The methodological approach 23

3. Analysis of some specific learning strategies 30

3.1 Out-of-school programmes parallel to the school system and other nonformal courses/programmes 31
3.2 Occasional programmes based on special needs and interests 42

3.3 Local study and action groups 49
3.4 The use of new media: instructional television, radio, film and other new educational technologies 57
3.5 Traditional and folk media 61
3.6 Sports, games and physical culture 65

4. Summary and Conclusions 68

Table 1A Urban, rural illiteracy rates (Demonstrative data in 1950 and 1980) 9
Table 1B Urban, rural illiteracy rates in 1984 9
Table 2 Illiteracy rates by sex 10
Table 3 Distribution - per region - of the illiterate adults (15 years and over) and adolescents, according to the 1980 census 10
Table 4 Revenue by source, 1970 - 1984 (in Cr$) 16
Table 5 Expenditure by programme activity, 1970 - 1984 (in Cr$) 17

Figure 1 Participative planning chart 29

Annex 1 MOBRAL organizational chart 72
Annex 2 National system of vocational training 74
Annex 3 Means of communication utilized by MOBRAL in its literacy, post-literacy, education for work and other programmes 76
Annex 4 MOBRAL programmes and their evolution: 1982-1984 79

CHAPTER 2 LITERACY, POST-LITERACY AND CONTINUING EDUCATION PROGRAMMES IN THE PERSPECTIVE OF LIFELONG EDUCATION IN COLOMBIA

Lino Hurtado Bolivar

1. Background and Context 83

1.1 General aspects 83
1.2 The educational system 85
1.3 Development and situation of adult education 85

2. General Overview of post-literacy and continuing education programmes 91

2.1 Government education policy 91
2.2 National education campaign CAMINA 92

3. Analysis of Selected Programmes on Post-literacy and their Learning Techniques 104

3.1 Programmes of the popular training fund of INRAVISION 104
3.2 Programmes of the popular cultural action (ACPO) 113
3.3 Integration of services and community participation (IPC) programme 123
3.4 The continuing education programme of the family benefit fund CAFAM 131
3.5 Programmes of the national learning service (SENA). 139

4. Conclusions 150

4.1 Achievements 150
4.2 Difficulties 151
4.3 Recommendations 152

Table 1 IPC components, programmes, projects and participating agencies 129
Table 2 Training modalities for manpower qualification 140

Figure 1 Population within the educational system in Columbia 86
Figure 2 Organization chart of the Ministry of National Education 90
Figure 3 Population groups benefited by CAMINA 93

Figure 4 Organization chart of CAMINA 94
Figure 5 Organizational structure of IPC 125
Figure 6 Operational organization of the continuing education programme 1982 133

Bibliography 153

CHAPTER 3 THE DEVELOPMENT OF LEARNING STRATEGIES FOR POST-LITERACY AND CONTINUING EDUCATION IN JAMAICA

Miriam Moulton-Campbell

1. Background 157

1.1 Context and Demography 157
1.2 Educational Development in Jamaica 159
1.3 Human employment and resource training (HEART Trust) 163
1.4 Evolution of the literacy programme 165

2. The Literacy and Post-literacy Activities of JAMAL 176

2.1 Methodological approach 176
2.2 Materials for learning and teaching 179
2.3 Philosophy of the teacher training programme 185

3. The Post-literacy Learning Strategies Selected for Intensive Study 188

3.1 Supplementary reading material 189
3.2 Advanced reading materials 193
3.3 The media programme 196
3.4 Skills training 200

4. Conclusion 206

Table 1 Average attendance before and after compulsory education (C.E.) in two parishes 163

Appendix 1	Live births, still births, deaths, infant deaths, marriages and divorces with specific rates, 1970-1982	210
Appendix 1a	Population by age and sex, October 1982	211
Appendix 1b	Population by parish, 1970 and 1982	212
Appendix 2	Ministry of Education: Table of categories of school and attendance - 1981 statistics	213
Appendix 3	Case study - compulsory attendance	214
Appendix 4	Trainee profile - HEART Trust	216
Appendix 5	Organizational Chart - JAMAL 1983	217
Appendix 6	JAMAL	218
Appendix 7	A synopsis of supplementary readers - JAMAL	219

Bibliography 223

CHAPTER 4 THE DEVELOPMENT OF LEARNING STRATEGIES FOR THE POST-LITERACY AND CONTINUING EDUCATION OF NEO-LITERATES IN VENEZUELA IN THE PERSPECTIVE OF LIFELONG EDUCATION

Antonio Valbuena Paz

1. Introduction 227

1.1 General background 227
1.2 Education system 230
1.3 Literacy situation 232
1.4 Policy matters 234
1.5 Programme objectives and general methodological approach 236

2. Description and analysis of major techniques and programmes 238

2.1 Adult primary education 238
2.2 Adult Secondary education 239

2.3 Adult higher education 241
2.4 Other strategies outside of the formal system 241

3. More Intensive Study of Selected Techniques and Programmes 249

3.1 Occasional programme based on special needs and interest 249
3.2 Correspondence course 255
3.3 Supplementary reading materials 260
3.4 Educational radio 262
3.5 Out-of-school programme parallel to the school system 267

4. Summary and Conclusions 276

4.1 Summary 276
4.2 Problems and constraints experienced in the field of post-literacy education 278
4.3 Conclusions 279

FOREWORD

Since 1972, the Unesco Institute for Education (UIE) has been conducting basic as well as developmental research on the concept of lifelong education and its implications for educational reforms and development. The activities of the Institute have been specifically focused on practical implications of this concept for the goals and content of education, learning strategies, evaluation and teacher education, covering the broad spectrum of formal, nonformal and informal systems of learning. The needs of both developed and developing countries have been kept in view throughout the planning and conduct of these activities.

One of the important areas of application of the principles of lifelong education in developing countries is related to the programmes of post-literacy and continuing education. This book is an outcome of some of the Institute's work in this particular field.

It is important to note in this connection that a large number of developing countries have recently launched massive programmes of adult literacy on a national scale, complementary to efforts towards implementing the universalization of primary education for children of school-going age. These are indeed commendable efforts towards the democratization of education despite the problems of financial and other resources.

It has, however, been observed that those neo-literate adults who acquire literacy through such programmes have great difficulty in retaining it, and some of them lapse back into illiteracy if timely follow-up measures are not taken. The same

phenomenon of reversal has also been observed in the case of children who drop out of the formal school system prematurely. On the other hand, literacy is considered an important step towards the process of lifelong education and the achievement of a better quality of life, not only for every individual but also for the family and the community. Hence, one important question that needs to be tackled is: *How does one enable neo-literate adults and out-of-school children to retain their literacy skills?* It is essential that those who once acquire basic skills of reading, writing and computation make them permanent by reinforcement through post-literacy programmes.

The post-literacy programmes, however, are not just remedial measures to ensure the retention and stabilization of literacy skills. Especially when they are developed in the context of lifelong education and with the purpose of improving the quality of life of the individuals and their collectives, they call for the continuation of learning in a flexible manner, utilizing the recently acquired literacy skills, and for the application of this learning to the larger processes of development. Thus, what is required is to develop programmes of post-literacy and continuing education to fulfil three major goals, namely, (i) *retention* and *stabilization* of literacy skills, (ii) *continuation* of learning beyond initial literacy skills, and (iii) *application* of this learning for improving various aspects of personal, social and vocational life. Again, one of the most critical questions is: *How can this be done?*

In the light of these and other similar factors, the need to develop suitable programmes of post-literacy and continuing education has been keenly felt in all the countries engaged in literacy and mass education programmes. Responding to this situation, in 1980 the UIE initiated a major project of research and research-based training on the Development of Learning Strategies for Post-literacy and Continuing Education of Neo-literates in the Perspective of Lifelong Education.

In this respect, the broad framework of lifelong education proved very valuable, for example,

(1) in enabling programmes of literacy and post-literacy to be viewed as a *continuum* within *total* education aimed at reducing inequality and at increasing the degree of *democratization* in education;

(2) in advocating the acquisition of post-literacy and continuing education through not only the *formal* system but also the *nonformal* system and *informal* learning opportunities created by print as well as non-print media of both modern and traditional types;

(3) in emphasizing that learning strategies should be *flexible* and provide *alternative approaches* to suit individuals and their groups in their local conditions;

(4) in ensuring that learning strategies pay due attention to certain *groups with special needs* such as women, youth, etc.;

(5) in encouraging an increasing degree of *independent* and *self-directed* learning;

(6) in insisting that learning should be *integrated* with the learner's personal, social and occupational domains of life.

Within this wider educational perspective, a series of case studies was undertaken in collaboration with field workers from various countries. The concrete experiences thus gathered from different regions, provided valuable insights in identifying and categorizing possible learning strategies and techniques. These studies also proved helpful in understanding the scope as well as limitations of different approaches and programmes and considering pre-conditions and possible obstacles to be kept in view in designing and implementing appropriate learning strategies. In order to disseminate as quickly as possible the research findings and related information, a series of international and regional orientation seminars were organized. These research-based orientation programmes were held for key personnel working directly in this field at the national level and having the responsibility of developing and implementing programmes of literacy, post-literacy and continuing education in their own countries. The case study authors were involved as resource persons in these orientation seminars and their draft reports used as basic learning materials. The case studies, revised after feedback from the orientation seminars, are now being published in a UIE series on Post-literacy Studies, for wider dissemination among policy-makers, practitioners and researchers involved in this field.

The first volume in the series, presents a broad synthesis of different case studies as well as contributions made in various forms by the participants and faculty members of the international and regional orientation seminars conducted in the framework of UIE's integrated project of research and research-based training. In addition, it includes two international approach papers prepared by two eminent specialists, Mr. Anil Bordia and Professor Harbans S. Bhola, members of the international research network set up in the initial phase of this project. The subsequent volumes contain national case studies. The present volume, the fifth in the series, presents case studies from Latin American and the Caribbean Region, namely from Brazil, Colombia, Jamaica and Venezuela. We are grateful to their authors, Ms Ana Maria Coutinho, Ms Lena Maria Carmo Chaves and Ms Vilma Galvão (Brazil), Mr Lino Hurtado Bolivar (Colombia), Ms Miriam Moulton-Campbell (Jamaica), and Professor Antonio Valbuena Paz (Venezuela). We are also grateful to their respective organisations and institutions which extended active co-operation to UIE through their specialists. To all other researchers who prepared case studies as well as to all participants of different seminars, we are extremely thankful.

Our special thanks are due to the Ministry of Culture and Social Services, Government of Kenya; to the Ministry of Education and Culture, Government of India; and to the Ministry of Education, Government of Venezuela; and to their respective National Commissions for Unesco not only for hosting the regional orientation seminars but also for providing support to these programmes in many ways. Lifewise, we have enjoyed working with the dynamic local organizational teams set up by our co-ordinators Mr. David Macharia in Kenya, Mr. D.V. Sharma in India and Professor Antonio Valbuena Paz in Venezuela, and we wish to record our deep sense of appreciaton and gratitude for their valuable co-operation.

Without the generous extra-budgetary support received by the Institute from the Federal Republic of Germany through the German Commission for Unesco, Bonn this project, involving many researchers and participants from a large number of developing countries in different parts of the world would not have been possible. We are deeply indebted to the Federal German Government and the German Commission for Unesco (DUK) for supporting this important project. Dr. Hans Meinel, Secretary-General of the DUK took personal interest in this endeavour and provided active support and help right from the beginning of this project. Dr Hans-Wolf Rissom from the DUK took an active part in

various aspects of the project, and made a valuable contribution. Ms Judith Schwefringhaus also extended help in the organizational and other aspects of both research and orientation programmes. Dr. Gisela Steffens from the DUK, who replaced Dr Rissom early in 1985, took great interest in the project and contributed much to its further development.

In the initial stage of the project, the UIE received support from the German Foundation for International Development (DSE). In this respect, the participation and co-operation of Dr. Josef Müller was very much appreciated.

We also received valuable co-operation and guidance from Unesco Headquarters. Mr Paul Mhaiki and Dr. John Ryan from the Division of Primary Education, Literacy and Adult Education, and Education in Rural Areas (ED/PLA) provided consultation and co-operation in planning and implementing various phases of the project. Dr. Ryan helped us in conducting an international orientation seminar and a regional seminar for Latin America and the Caribbean, while Mr. Camillo Bonani, Mr Jong Gyu Kim and Dr. Arthur Gillete from the same Division helped in conducting the Pan-African, Asian and Arab orientation seminars, respectively. Similarly, Mr B. Haidara and Mr. Tai Afrik from the Unesco Office for Education in Africa (BREDA), Mr Raja Roy Singh and Mr T. M. Sakya from the Unesco Regional Office for Education in Asia and the Pacific (ROEAP) extended their co-operation in planning and conducting the African and Asian seminars respectively. For the Orientation Seminar conducted in the Latin American and Caribbean region we received co-operation from Dra. María E. Dengo de Vargas from the Unesco Regional Co-ordination Office, Caracas, Drs. S. Romero Lozano, Donald Lemke and José Rivero, from the Unesco Regional Office for Education in Latin America and the Caribbean (OREALC). From the Unesco Regional Office for Education in the Arab States (UNEDBAS) co-operation was extended by A. Yousuf, Director and A. Yousif, Regional Adviser in conducting the Orientation Seminar for the Arab States. We are grateful to all of them.

From UIE, Dr Adama Ouane and Mr A.M. Ranaweera worked intensively on this project. Dr. Lekh Nath Belbase and Ms Mercy Abreu de Armengol were involved in its Asian and Latin American phases respectively. Mr Michael Green, Dr Frederick Gardiner and Mr Paul Gregory helped in editing the manuscript. Ms. W. Tränkler and Ms Louise Silz took the responsibility of typing the manuscript for publication. Our thanks are due to all of them for their valuable work. It is not possible to name all

the colleagues from the UIE who contributed substantially and in different ways. I wish to express my deep sense of appreciation for their active co-operation right from the inception of the Project.

It is hoped that the experience of different countries in the field of post-literacy and continuing education presented in the synthesis volume as well as other volumes presenting national case studies in the series will be of use to the policy-makers and practitioners involved in this vital aspect of education in developing countries.

Ravindra H. Dave
Director
Unesco Institute for Education

Chapter 1

POST-LITERACY AND LIFELONG EDUCATION OF NEW LITERATES IN BRAZIL

by

A.M. Coutinho, L.M. Carmo Chaves
and V. Galvão

1. GENERAL BACKGROUND

1.1 Geographical, Economic and Political Aspects

Brazil is a federal republic situated in South America and with a land area of 8,511,965 square kilometres. It is divided into five regions, twenty-three states, three territories and one federal district. There are some 4,045 municipalities. In 1980 the population was 119,070,865. With respect to ethnic minorities, there are nearly 200,000 Indians in Brazil, representing in 1980 an estimated 0,15% of the total population. The estimated annual growth rate was then 2.49%. Sixty-eight percent of the population is urban, 49.6% is under twenty years of age, and 6% is over sixty.

The Brazilian economy, at the time of writing in its final stage of replacing imports, is attempting to develop a primary industry. It is characterised by:

- a large deficit in the balance of payments;
- a large foreign debt;
- the attempt to redress the deficit in the balance of payments by exporting primary goods and some manufactured articles;
- the effects of the energy crisis and attempts to overcome this by producing alternative types of fuel (alcohol, vegetable oils and coal);
- a high rate of inflation (approximately 211% in 1983).

The gross national product in 1980 was 12,699,999.6 million cruzeiros or 12,700.000 million dollars. In 1981, the gross domestic product was 26,832,943.1 million cruzeiros or 2,885,262.6 million dollars. The per capita income is US $ 2,363 (1981).

With regard to the country's political structure, the government is committed to a gradual process of democratic liberalisation. Executive power is exercised by the President of the Republic, who is assisted by state ministers selected by the President himself.

1.2 The Educational System

The educational system in Brazil consists of three subsystems: formal, supplementary and special.

Legal Basis

The Law of Directives and Bases (No. 4024) of 1961, Brazil's first general educational law, which sought to make the education system more democratic and flexible, still reflects the present organisation and has formed the foundation of subsequent reforms. One of the distinctive characteristics of this law is the provision which decentralized the educational system organisationally and operationally. Within the framework set down in the fundamental legislation governing the directives and bases of national education, the states have the freedom to organise their own systems of instruction by passing required legislation. The principal modifications to the basic law have been the 1968 law (No. 5.540 of 28 November) on higher education and the 1971 law (No. 5.692 of 11 August) on primary and secondary education.

Although municipalities do not have their own educational systems, they can, however, pass laws concerning education, provided they conform to the basic law and the corresponding fundamental law of the state to which they belong.

Administration and Finance

Education is managed and monitored at three levels: federal, state and municipal. The activities of each level are guided and co-ordinated by a normative body and directed by a central executive authority.

At the federal level, the responsibility for policy decisions, planning, and administration rests with the Ministry of Education and Culture (MEC). The supreme normative body is the Federal Education Council, linked directly to the MEC. At the state and the federal district levels these functions are respectively performed by a Secretary of Education and a State Education Council.

In practical terms, the implementation of the decentralization policy has led to the following division of responsibilities:

- the states control primary and secondary education (irrespective of whether the schools are run by private, municipal or state concerns) and discharge their responsibilities through the State Education Councils for the standards, examinations, curricula, expenditure and other policy details; and the State Education Secretariats for administration and inspection;

- the federal authorities have responsibility for higher education and for providing financial and professional help to other levels. As already stated, these functions are performed by the Federal Council of Education. The council was established by the Basic Law of 1961 and is composed of twenty-four leading educators, appointed by the President of Brazil, who serves for a six-year term. Every two years a slight change is made in the composition of the Council by the replacement of one-third of its members.

Education in Brazil is financed by both public and private funds. By Decree No. 66.254 of 24 February 1970, the states, the federal district, federal territories, and municipalities are obliged to contribute annually a minimun of 20% of their share of the Participation Fund to first-level education programmes. The fund is included in the overall tax collection scheme of the federal government in accordance with the principles established in the Constitution. The federal government must devote about 13% of its resources to education. In 1968, the government created a relatively autonomous administrative body, called National Fund for Educational Development (FNDE) for the purpose of securing and co-ordinating resources and channelling them into the financing of education and research projects at all three levels of the education system.

Large business organisations must provide schooling for employees' children or pay an educational tax. Funds are also drawn from the federal lottery (6.52%) and from the federal sports lottery (0.23%).

Structure of Basic Level Education

The Basic Law adopted in 1961 and amended by the Law of 1968 and 1971 gives the education system its present status.

Primary education (1^{o} Grau)

Since 1971, eight years' primary education for children aged 7 to 14 became compulsory. This was a further step forward in the process of democratizing and unifying the school system begun in 1961. The majority of schools work a 'shift' system whereby the same facilities are used by 2 or even 3 schools successively per day. In 1975, 60% of schools were run by the states, 30% by the municipalities and 9% by private entities (though in prosperous urban areas this proportion may rise to over 20%). In general there is no selection to proceed from primary to secondary education.

Secondary education (2^{o} Grau)

Secondary education is of 3 to 4 years duration and not compulsory. The 1971 reform sought to abolish the divisions between general, vocational and technical education and to offer a common core of general studies with a diversified range of courses leading to vocational qualifications. The new unified structure of secondary education envisages a balanced combination of general studies and professional training enabling the student at the end of the course to enter the world of work, to pursue higher education or to become a lower primary school teacher. It is thus considered terminal in character. However, a secondary certificate is awarded after three years' study enabling the student to sit for the higher education entrance examination. At the end of the fourth year the student receives a middle-level technical diploma. There are 3 types of 2^{o} grau schools available:

- Academic Schools providing an academic cycle of two types - "clássico" (classical) and "cientifico" (scientific);

- Technical Schools providing general education plus 6 types of vocational courses: Industrial, Commercial, Agricultural, Home Economics, Artistic and Nursing;

- Teacher Training Schools providing a complementary pedagogic training.

In 1980, 55% of secondary school institutions were run by the states, etc., while 32.26% were private entities.

Nonformal education

The Law 5692 of 1971 gives provision for parallel forms of instruction outside the formal school system. These parallel forms constitute an educational subsystem, linked to the formal structure but with the required flexibility to make education a lifelong learning process. Besides MOBRAL, these out-of-school programmes are provided for school age as well as school dropouts and adults by Brazil's Supplementary Instruction. Many of these youngsters are given a second chance in formal education through intensive courses, while others get industrial, commercial or agricultural training.

1.3 Manpower Training

Training activities in the area of work geared to the labour market and to the fulfillment of the immediate needs of the target groups have been extensively used in Brazil as early as 1942 with the creation of SENAI (National Industrial Training Service). Similar institutions which focus on particular apprenticeships and professional programmes emerged at a later stage. A National Labour Training System, also referred to locally as SNFMO, was established by Decree 77362 of 1st April 1976. It encompasses the totality of public and private agencies geared to professional training at all levels. Its basic make-up includes the Federal Labour Council (CFMO), whose functions are predominantly concerned with setting up regulations; the Labour Secretariat of the Ministry of Labour, responsible for co-ordinating and promoting labour training for the labour market and SENAI, SENAC and SENAR, responsible for labour training in the secondary, tertiary and primary sectors of the economy. In the last category, the following deserve to be mentioned: The Brazilian Enterprise for Technical Assistance and Rural Extension (EMBRATER) and its state partners, e.g. the Enterprise for Tech-

nical Assistance and Rural Extension (EMATER) and the Secretariats of Agriculture.

The following may be mentioned as organisations which are devoted to the training of secondary level human resources without participating directly in labour (operational labour): COAGRI (National Co-ordination for the Training of Agriculture and Cattle Breeding) and CENAFOR (National Specialization Centre for Professional Training). These entities deal with training, specialization, and development of new methodologies.

SENAI and SENAC are private organisations administered by the National Confederation of Industries and Trade. The programmes are jointly run by employers and the government under the auspices of the Ministries of Industry and Commerce and Labour, which offer apprenticeships and short-term training for young employees in a nationwide network of special schools. These programmes are financed by a special tax, which amounts to 1.5% of total industry payrolls for SENAI. In 1963, the Federal Intensive Programme for Labour Training (PIPMO) was created under the Ministry of Education and Culture. This programme is now attached to the Ministry of Labour and tied to SENAR (National Service for Rural Professional Training). Different from SENAI and SENAC, PIPMO is a funding and co-ordinating agency, which lays out its projects according to local needs and then contracts labour unions, private concerns and vocational schools to execute its programmes. The basic information concerning these organisations is given in Annex 2.

1.4 The Problem of Illiteracy

The problem of illiteracy in Brazil started with the Portuguese colonial process, at which time the Brazilian population was kept in a state of ignorance - the system's main method of domination. Though sporadic efforts to improve the population's educational level were made, the need for any further degree of skill for labour in an agricultural economy was disregarded. From 1930 onwards, and especially after the end of the Second World War, the process of industrialization began more and more to demand skilled labour, which increased the need for better education for the masses.

While the illiteracy rate decreased quickly over the years, the absolute number of illiterate persons kept growing, a trend which indicated the need for additional efforts against illit-

eracy. The analysis of statistical data from 1950 onwards reveals that at that time the number of illiterate adult (15 years of age and over) was approximately 15 million persons, a figure representing an extremely high illiterate rate - in the order of 50,7% of the total adult populations. In the interval between 1950 and 1980, despite the reduction in the illiteracy rate, which decreased from 50.7% to 25.5%, the absolute number of persons without any education at all grew from 15.3 million to 18.7 million, a growth rate of approximately 18% (see Tables 1A, 1B and 2).

Table 1A

Urban, Rural Illiteracy Rates
(Demonstrative Data in 1950 and 1980)

ZONE / YEAR	URBAN		RURAL		TOTAL	
	1950	1980	1950	1980	1950	1980
Population (all ages)*	18,783	80,436	33,162	38,566	51,944	119,002
Adults (15 years and over)*	12,178	51,982	18,071	21,560	30,249	73,542
Illiterate Adults*	2,237	15,683	12,096	17,049	15,333	18,717
Illiteracy Rate	18.4	31.1	66.9	30.8	50.7	25.5

* In thousands

Source: 1950 and 1980 IBGE (Brazilian Institute for Geography and Statistics Foundation) Census.

Table 1B

Urban, Rural Illiteracy Rates in 1984

	ZONE	URBAN	RURAL	TOTAL
Population (15 years and over)*		51,982,109	21,559,834	73,541,943
Illiterates (15 years and over)*		8,743,376	9,973,471	18,716,847
Illiteracy Rate		16.8	46.3	25.45

* In thousands

Source: MOBRAL's Department of Planning, 1984.

Table 2

Illiteracy Rates by Sex

ZONE / YEAR	MALE		FEMALE		TOTAL	
	1950	1980	1950	1980	1950	1980
Population (all ages)*	25,885	59,123	26,059	59,879	51,944	119,002
Adults (15 years and over)*	14,923	36,178	15,326	37,364	30,249	73,542
Illiterate Adults*	6,760	8,560	8,573	10,157	15,333	18,717
Illiteracy Rate	45.3	23.6	55.9	27.2	50.7	25.5

* In thousands

Source: 1950 and 1980 IBGE (Brazilian Institute for Geography and Statistics Foundation) Census.

In 1980, there were still 18,716,847 adults over 15 who were illiterate, that is, about 25,45 of the adult population. This illiterate population is very irregularly distributed over the vast territory of Brazil.

Table 3

Distribution - Per Region - of the Illiterate Adults (15 years and over) and Adolescents, according to the 1980 Census

REGION	ILLITERACY
South	16.3%
Southeast	16.8%
Middle West	25.3%
North	29.2%
Northeast	45.4%
BRAZIL	26%

Source: Data collected by IBGE Census 1980.

Generally speaking, illiterate adults are concentrated in the less developed states of the Federation, in rural zones and on the outskirts of the larger cities.

In 1980 the number of children between 7 and 14 years of age was 22,981,546. Of these, some two thirds (67.1%) were attending school, and 7,560,929 (i.e., 32.9%) were illiterate. That same year, some 539,446 14-year-olds were illiterate and would therefore the next year join the population of illiterate adults, thereby increasing this population by 2.88%. There is little evidence that this situation has changed much since 1980. Another problem added to the high illiteracy rate is tied to the issue of failures and dropouts. For 1979 it is noted, that, while the rate of failures for the first grade of the elementary level was 30.39%, the immediate dropout rate was 7.29%; the immediate dropout rate from the first to the second grade was 21.75%, which means a total waste rate of 59.43% in relation to initial enrollments.

The present situation, according to data from the IBGE 1980 Census, was the following:

- in the 7 to 9 age bracket, only 31% have from 1 to 3 years of schooling and 69% - 5,871,202 children - remain out of the system;

- in the 10 to 14 age bracket, only 16% have from 5 to 8 years of schooling and 48% - 11,400,580 children - in the same age group have not even attained 5 years of schooling. It is interesting to note that, within that same age group, the illiteracy rate among men was slightly higher than among women. In 1970, it was only after the age of 19 that the illiteracy rate became higher among women while in 1980 this only happened after the age of 25.

2. THE LITERACY AND POST-LITERACY WORK OF MOBRAL

2.1 Introduction

The success of the Brazilian economy in the mid 1960s led to the Ministry of Planning being asked in 1965 to diagnose Brazilian education and subsequently to prepare a ten-year education plan.

For these educational reforms it was necessary to win over both the intellectual circles and public opinion at large. During this period, almost 100 works were published, conferences and courses were held, and an intense interchange was promoted involving the OECD, AOS, UNESCO and ILO.

In 1967 a task force, made up of representatives from all ministries, was put in charge of seeking financial sources for the setting up of an adult literacy agency. This task force came up with the idea of using part of the proceeds from the Sports Lottery to finance the teaching of literacy skills.

On December 15, 1967 the Brazilian Literacy Movement (MOBRAL) was established by a law which stipulated that "functional literacy training and, in particular, the lifelong education of adolescents and adults shall constitute permanent priority activities in the Ministry of Education and Culture".

These efforts were directed specially towards democratization of education and rendering easier the access to the system of groups till then marginalized by lack of resources.

MOBRAL's operations began amidst a huge wave of skepticism arising from the known failure, at both national and inter-

national levels, of adult literacy efforts. Support for MOBRAL's action did not come from all sectors of public opinion. The more radical viewpoints criticized the very existence of the agency, arguing that it was useless to spend money on a needy group whose members were so in want educationally that they were unable to contribute in any way whatsoever to society. Others were against the diversification of MOBRAL activities in the form of post-literacy programmes, as they could not see its connection with adult education. To some, consciousness raising and growing aspirations on the part of the people were factors capable of unleashing social tensions which could be prevented or postponed. Others still thought it preferable to teach children the literacy skills and to leave adults alone.

Starting out from a campaign for literacy MOBRAL's evolution proceeded through the great variety of programmes launched by the organization , eventually allowing for the selection of programmes more suitable to the Brazilian communities. MOBRAL's various programmes shared a common source: literacy was the generating element leading the communities to the creation of other activities capable of advancing the educational process of MOBRAL clients.

2.2 Decrees and Laws

In order to create MOBRAL and support its activities, the federal government enacted a series of decrees and laws, among which are the following:

- Law 5379 of 15 December, 1967, created MOBRAL.

- Decree 62484 of 29 March, 1968, approved the statute of the MOBRAL Foundation.

- Decree 61.312 of 8 September, 1967, (International Literacy Day) established a provision for the use of television broadcasting stations for literacy programmes. In its first article the decree states that "all television broadcasting stations, whether official or private, must contribute to the national effort towards functional literacy and the lifelong education of adults".

- Decree 61.313 of 8 September, 1967, established a provision relative to the constitution of the National

- Broadcast Network for Functional Literacy and Adult Education.

- Decree 61.314 of 8 September, 1967, established a provision relative to civic education in union institutions and the campaign for the elimination of illiteracy. It includes a provision establishing that union organizations intensify their educational activities, especially as related to moral and civic education, vocational education of labour and to sanitary education. It also states that "functional literacy courses should be set up in organizations including illiterate adults among their members".

- Decree 1.124 of 8 September, 1970, allowed legal entities to credit voluntarily to MOBRAL between 1 and 2% of the tax being levied. This Decree was effective from 1971 to 1973, and was subsequently extended to 1982 with various amendments.

- Decree 74.562 of 16 September, 1975, established that the cooperation of Teachers, Monitors or Literacy Teachers, recruited by MOBRAL's Municipal Commissions involves activities which are occasional and not economic in their nature, therefore not bearing charges related to labour or social welfare.

- Decree 75.749 of 22 May, 1975, considered relevant the services rendered by members of MOBRAL's Municipal Commissions.

- Law 7.051 of 12 February, 1982, encompassing among MOBRAL's attributions that of disseminating, on a regular basis, notions of health, hygiene and nutrition.

2.3 Organizational Structure

The actual execution of literacy work is carried out at the municipal level by municipal committees composed of volunteers representing their communities who enter into a formal contract with MOBRAL to establish programmes for the eradication of illiteracy within the respective municipalities. The members of the municipal committees are not staff members of MOBRAL. A municipality is the smallest unit in the Brazilian political

structure. Regional and state co-ordination bodies operate at intermediate levels between MOBRAL headquarters and municipal committees. MOBRAL's organization chart is given in Annex 1.

2.4 Resource Commitments

With respect to *physical resources*, MOBRAL does not own land or buildings. Rooms for classes are made available by schools, unions, religious associations, service clubs, military units, public and private entities in general, as well as by individuals willing to hold them in their homes.

As to *financial resources*, Tables 4 and 5 show the evolution of the revenue and expenditure of MOBRAL.

Table 4 shows that there has been a decrease in contributions from the Sports Lottery and an increase in the funds donated by enterprises in the form of deductions from their income taxes. "During the years 1978 and 1979, MOBRAL's (extra-budget) funds corresponded to approximately 4.5% of the Ministry of Education and Culture's federal budget. In states and municipalities in particular, expenditures of the Brazilian basic school system in the first eight school grades are approximately as high as 25 times what MOBRAL spends". (Quoted from *Literacy Campaigns in the XXth Century: Brazil*, Arlindo Lopes Corrêa, 1980, p.17; preliminary version).

The expenditures listed in Table 5 are those incurred only by MOBRAL Foundation's Central Administration. Funds granted by municipal departments, by enterprises and persons at the local level, etc. are not included. At the municipality level, the municipal commissions promote fairs, gymkhanas, auctions, collect donations in varying amounts, etc. In 1978, these funds probably made up around 40 to 50% of what MOBRAL invests directly, which would raise the total yearly expenditures of the programmes to one hundred million dollars. It would be hard to determine the value of the non-monetary resources obtained by MOBRAL in the communities, but the fact that all spaces for classes, cultural posts, etc. are made available for use deserves to be mentioned. Participants in MOBRAL programmes pay nothing and receive the learning material and, in general, copybooks, pens, pencils

Table 4: Revenue by Source, 1970–1984 (in Cr$)

Evolution of income — 1970/1984

Current values

Cr$ 1,000.00

Source of funding	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984 Estimates
Income tax	1.552	25.900	43.230	58.359	98.843	121.789	222.382	580.072	864.339	1.281.626	2.240.421	4.826.950	11.955.035	23.943.714	52.841.413
FNDE (**):															
– Sporting lottery	1.625	51.987	86.000	172.944	151.250	153.630	164.016	129.900	148.267	193.044	269.099	127.700	–	–	–
– Educational wage	–	–	–	–	–	–	–	78.962	81.176	67.495	178.300	170.000	–	–	–
– Sundry items/special projects	–	–	–	–	–	–	–	33.774	19.084	21.144	–	110.000	8.000	–	–
Interest on securities	–	–	1.671	2.817	785	1.921	4.648	16.689	79.158	54.117	94.115	340.717	791.838	2.705.797	2.074.700
Contributions from federal unions	310	4.433	1.963	1.900	1.233	1.842	1.866	2.378	2.378	5.000	7.550	22.180	45.366	81.900	107.000
Others	(*) 10.500	33	482	4.783	5.087	3.194	9.513	10.545	25.193	70.381	38.166	93.269	64.491	249.241	138.000
CEF (***) loans	–	–	–	–	18.920	28.380	–	–	–	–	–	–	–	–	–
Agreements	–	–	–	–	–	–	–	–	–	–	–	–	–	204.130	23.002.042
Total	13.987	82.353	133.336	240.803	276.128	310.756	402.425	852.320	1.219.595	1.692.807	2.827.651	5.690.816	12.864.730	27.184.782	78.163.155

(*) Corresponds to USAID resources

1. Expenditures relative to self-teaching are included in FNDE resources
2. Surplus not included in the chart

1975 — 18.160
1976 — 6.920
1977 — 18.565
1978 — 124.812
1979 — 82.916
1980 — 17.947
1981 — 121.836
1982 — 178.303
1983 — 293.051
1984 — 1.409.676

(**) FNDE — National Fund for the Development of Education

(***) CEF — Federal Savings Bank

Table 5: Expenditure by Programme Activity, 1970–1984 (in Cr$)

Ministry of Education and Culture — MEC
Brazilian Literacy Movement Foundation — MOBRAL
Evolution of expenditures — 1970/1984

Current values

Cr$ 1,000.00

Programs/Activities (*)	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984 Estimates
– Literacy	5.132	62.769	134.773	176.777	238.538	215.361	318.730	487.555	865.810	1.287.248	1.831.578	530.152	1.244.089	2.997.176	–
– Cultural	–	–	–	16.103	21.278	5.113	8.650	13.428	35.311	14.251	63.782	33.884	102.639	19.042	–
– Professionalization	–	–	–	–	5.350	5.000	2.493	4.938	24.719	35.970	52.663	134.323	191.715	262.495	–
– Community education	–	–	–	–	–	–	373	2.321	10.083	6.154	44.200	4.708	71.365	136.100	3.250.016
– Community education for health	–	–	–	–	–	–	4.949	11.211	52.841	66.958	40.732	73.192	–	–	–
– Pre-School	–	–	–	–	–	–	–	–	–	–	–	1.009.943	2.852.836	4.172.135	23.851.097 (***)
– Sports for all campaign	–	–	–	–	–	–	–	17.679	19.115	–	–	–	–	–	–
– Technology for scarcity	–	–	–	–	–	–	–	–	–	440	16.472	1.266	–	–	–
– Self-teaching	–	–	–	–	–	–	–	–	–	–	–	93.648	75.465	–	–
– Integrated education	–	–	–	21.446	20.728	15.134	6.701	10.643	38.889	55.346	184.964	281.276	477.893	1.304.592	–
– Programs' coordination and supervision	–	–	–	–	–	–	–	–	–	–	–	2.272.718	4.624.984	10.550.134	–
– Administration (**)	–	–	–	16.647	24.482	52.640	50.683	99.454	214.722	291.409	489.671	1.199.040	3.143.579	6.930.318	18.307.799 (***)
– Amortization of loans	–	–	–	–	–	357	1.333	98.825	–	–	–	–	–	–	–
– Suppletory	–	–	–	–	–	–	–	–	–	–	–	–	–	–	33.558.243 (***)
Total	5.132	62.769	134.773	230.973	310.376	293.605	393.912	746.054	1.261.490	1.757.776	2.723.762	5.634.350	12.784.565	26.371.994	78.963.155

(*) The disaggregation by program/activity was initiated in 1973

(**) Expenditures relative to PASEP (Public services assistance program) are included in the item administration

(***) These activities incorporate entries that were included until 1983 in the item programs' coordination and supervision

and erasers all free of charge.

As to *human resources* MOBRAL's literacy teachers are semi-volunteers, who receive a small payment from Central MOBRAL - Cr$ 12,000.00 per learners/programme or US$ 18.00 - in accordance with the agreement signed by the Municipal Commission to cover small expenses related to travel, material, etc. Municipal departments with greater financial resources have taken it upon themselves to add a supplement to that payment. According to the law in effect (Decree 74.562 of 16 September, 1974), literacy teachers have no employment ties with MOBRAL. Members of the Municipal Commissions are not remunerated by MOBRAL.

MOBRAL also relies upon the Subsystem for Overall Supervision, set up in 1973, among whose members the Municipal Supervisor is the closest to the Municipal Commission. Municipal Supervisors, as members of the COMUN, are volunteers and work on an honorary basis.

To carry out this function, in some municipalities the Municipal Government habitually places at the disposal of the COMUN a municipal civil servant, paid of course by that administration. Area supervisors, living in a specific municipality and supervising it, along with two, three or four other municipalities, regularly travel to these municipalities and receive a salary plus travelling expenses.

2.5 Target Groups and Participants

When MOBRAL was created, adolescents and adults in the 15 to 35 age bracket made up the clientele of the priority group in urban zones and on the outskirts of urban zones. The age group to be reached was subsequently broadened to meet the newly-found requirements, since for that needy segment of the population it is extremely difficult to establish priorities. Thus, considering the difficulties of access and the precarious conditions in which this population subsists, the care provided did not limit itself to the initially established priority.

The main characteristic of the participants in all MOBRAL programmes is that they belong to the least privileged.

Women predominate among the participants in urban areas (52.7%) whereas in the rural areas it is men who predominate (58.2%).

In the more rural and less developed areas, participants in MOBRAL programmes tend to be younger (49.3% are under 20 years of age in these areas).

As to salaries, the average income is roughly the minimum wage, and 26% receive no income at all. Incomes are considerably lower in the northern and northeastern regions than in southern and southeastern regions; in every region, people in rural zones tend to have lower incomes.

There are more women than men, and a preponderance of young persons (under 20), who have no or low incomes.

The occupational category "workers at the hoe" is that which shows greater overall participation in the programme, which maintains its significance in the urban zone (13% in the urban zone and 31.7% in the rural zone). It is important to stress the high concentration characteristic of the following three occupations: "farmers" (3.3% in the urban zone and 13.5% in the rural zone), "maid" (11.8% in the urban zone and 4.2% in the rural zone), and "other occupations in the services sector" (9.5% in the urban zone and 5.3% in the rural zone).

As to the occupation of the clients, it is therefore possible to conclude that there is a high percentage of individuals "without an occupation", a strong concentration in agriculture and also a significant percentage of women in domestic occupations. (Lovisolo, 1978).

2.6 Programme Objectives

The objectives of MOBRAL have changed in the course of its existence. According to the law by which it was created, MOBRAL was to be an "educational movement, beyond the limits of the school system, which will open the way for the lifelong education of the neediest Brazilian population groups by creating activities capable of providing for the integral growth of man".

These objectives were political, social, cultural and economic in character. From a political viewpoint, the idea was both to obtain the political participation of a large group of

illiterate individuals constitutionally prevented from voting, as well as to raise their consciousness with respect to political rights and duties. In the social sphere, an attempt was made to create general conditions of ascent to that group. To value, preserve and encourage popular culture was tied to the cultural aspect of the task. In the economic sphere, the effort was geared to providing the individual with conditions for the improvement of his/her economic position in the labour market or through autonomous occupations.

The wide scope of MOBRAL's performance stemmed from concerns specific to all spheres and motives of the human being. Through MOBRAL, the Brazilian government aimed at widening the range of its activities in the social field, since despite the fact that it was a time of economic prosperity, inequalities with respect to income among persons, regions and sectors still persisted. It was deemed to be the moment for investments in popular education aimed at political, economic, social and cultural modernization. While at the time MOBRAL was created the language describing its objectives was broader in scope and more humanistic, at the time of the operationalization it was more pragmatic, stressing aspects related to economics. The execution phase was marked by a broadening in scope as to objectives and intentions and by the humanistic, humanizing and modernizing traits of the Foundation, but it was also influenced by a concern for efficiency and efficacy.

In the area of general education, the Functional Literacy Project (referred to locally as PAF) encompasses MOBRAL's Supplementary Education Programme. Through PAF, implemented in 1970, it was intended to provide opportunities for the development of reading, writing and numeracy skills. These are considered ways for individuals to become integrated and active in the societies to which they belong, thereby forging responsibility for freedom and constituting an answer to the needs of the community.

In 1973 MOBRAL's Cultural Programme was created with the aim of integrating the MOBRAL client into his/her community together with his/her oral culture, to which reading, writing and numeracy skills had recently been added. The programme began its operations on a national scale in 1974 through various sub-programmes, such as literature, theatre, crafts, plastic arts, radio, cinema, etc. To develop its cultural sub-programmes, MOBRAL relies on permanent units - Cultural Posts - and on mobile units - MOBRALTECAs, Mini-MOBRALTECAs and Cultural Tents.

To help develop the skills and approaches which had been acquired, as well as progress to more advanced levels, various programmes were created. In 1971, MOBRAL launched the Integrated Education Programme, referred to as PEI, with the following specific objectives:

- to provide for an increase in social communication through better mastery of the oral and the written languages;

- to provide basic notions related to contents of the various areas corresponding to the common core of the first four elementary grades, with due regard to the characteristics of functionality and acceleration;

- to provide information for work, intended as a contribution to the performance in occupations requiring notions peculiar to the level of the first four elementary grades and affording conditions for greater productivity to those already integrated in the work force, while at the same time allowing for access to more complex occupational levels (as contained in the document *MOBRAL's Activities for 1984*).

This course, taught as part of an agreement with the State and Municipal Secretariats of Education, and lasting 12, 15, 18 or 24 months, was immediately considered by the educational authorities to be the equivalent of the first four grades of the basic school system. The course was based on the exploration and in-depth examination of themes such as health, education, nutrition, leisure, culture, transportation, work, and included further topics such as communication and expression, sciences, morals and principles of good citizenship. Whenever possible mathematics was integrated into this teaching, although this seldom occurred.

Also in 1973, agreements with professional training bodies were initiated for the qualification of those who had recently become literate and for those who had completed the integrated education course. In 1974, MOBRAL set up its Vocational Training Management, referred to as GEPRO, and began to provide professional training with much more flexibility, thanks to the methodology of occupational families and continued training in those occupations deemed most useful to its clients. Through the Community Education for Work Programme, created in 1978 and

referred to by the acronym PETRA, efforts were aimed at providing a kind of informal training where the monitor, as a member of the community, transmits what he/she knows to a group.

Through this programme an attempt is made to answer a challenge: how to afford better vocational qualification to a great number of learners finishing the Literacy Programme. Rather than to train them for a labour market which does not have the capacity to absorb the literacy graduates, the programme aims at disseminating techniques and attitudes for work capable of helping vocational initiation or encouraging savings through the learning of such skills as dressmaking or skills related to the area of civil construction, which might be useful in everyday life.

The Self-Teaching Programme, created in 1975 and whose operational unit is the Cultural Post, aims to provide an educational alternative by means of which clients are shown how to learn on their own. The material in this programme is based on the Integrated Education course and places at the disposal of clients materials capable of awakening and favouring the development of mechanisms needed for a permanent education. The books include texts and illustrations related to a central theme accompanying questions at the end of the text, and an evaluation card to be filled in by the students themselves. It is a style of teaching through correspondence which utilizes the Cultural Post as a post office agency.

Other MOBRAL programmes operate as a motivating factor for those who have become literate, as well as a manner of absorbing them and so contributing to a more encompassing action within the community.

The Diversified Community Action Programme, set up in 1975 and referred to by the acronym PRODAC, is engaged in the formation of volunteer community groups which elaborate a diagnosis of needs (and later a plan of action), sometimes with and sometimes without assistance from public and private entities. Participation is open to all residents in the municipality in which the programme is implemented.

In 1976, the Community Health Education Programme referred to as PES was launched, and discussions were initiated with members of the community on such themes as hygiene, mother and child care, diseases and nutrition. Also, co-operative work was undertaken with these participants, independently of the avail-

ability of assistance from private or public entities.

In 1978, the Technology of Scarcity Programme - referred to internationally as Appropriate Technologies - was launched with the aim of collecting examples of the technical culture of the Brazilian people, and of analyzing, evaluating and disseminating such examples through printed, visual or audio-visual materials.

All these programmes attempted to create adequate written material capable of motivating learners to utilize their learning.

2.7 The Methodological Approach

While the operational methodology structured by MOBRAL took into account the difficulties met with in previous experiences, it also took advantage of the highly positive aspects of each. Initially, when literacy and lifelong education were mentioned, the implication was that literacy was the first step in the educational process, to be followed by ever higher levels of learning. At a later time, functional literacy began to be considered as an educational stage which need not be the first.

MOBRAL decided on a large-scale programme through which it could eradicate illiteracy in a period of 10 years, in accordance with government objectives. But it was not only the time factor which determined the choice for a mass programme: the exceedingly high number of illiterate adults, the size of the country, and diverse cultural and ethnic Brazilian realities all contributed to the decision for a mass programme.

Experiences with small groups, which would take into account the interests of each community, seemed to present the optimal solution. On the other hand, this alternative would probably still contain prohibitive factors for the eradication of illiteracy in our country in this century, since scaled economy would not be possible and any urgent action impractical.

The decision, therefore, was for the trial and error method. This method has a commitment to the reality where it is employed, it develops within normal conditions and faces the usual operational obstacles in the universe to which it refers. In the social domain, the experiment needs certain conditions

which cannot be reproduced when one attempts to expand it to the universe to be reached. In addition, it is important to mention that the experiments take so much time to develop that once they are concluded the conditions for which they were initially projected may be so altered that to disseminate them would be as risky as not carrying out the experiment. Yet at no time has the decision for a mass programme meant a decision for a "massifying" action. Tending to the individual needs of clients has been safeguarded by adopting a methodology which, based on the existential experience of the individual, leads this individual to reflect upon the reality surrounding him/her, thereby enabling him/her to transform it.

Some aspects of the methodology adopted by MOBRAL will be covered below. One of these has to do with *functionality*, a methodological principle according to which the content of the educational activity has its origin in the life experience of the human being. Thanks to the principle of functionality in the programmes, the student is not restricted to the learning of reading, writing and counting skills, but is led additionally to discover his/her function, his/her role in the time and the space in which he/she lives. This is done by awakening in the learners the taste for work, by developing their creativity, by creating in them habits of hygiene and health, by teaching them to live in the community and by helping them to know their rights and duties. Numerous obstacles interfered with the attainment of the optimum of functionality in the various MOBRAL programmes.

Among the various procedures adopted by the Foundation here, it is important to mention *acceleration* and *globalization*. *Acceleration* is an educational process which aims at reaching adolescents and adults without going through all the steps peculiar to the traditional school system. Because adult individuals have some life experience and socialization and because they are mature with respect to motor-perceptual skills, they can succeed in a short period of time, if encouraged and given the opportunity to practise tasks demanding such skills, and based on their life experience. In view of all this, a speedy learning process is justified and even called for.

In order to reach the degree of functionality initially set, MOBRAL utilized elements other than the choice of words and generating texts. Thus:

- the selection of literacy teachers from among

members of the community, who with the aid of training are capable of safeguarding the work by basing it on the interests of the clients and the community;

- work in groups, which allows for the exploration of contents at the level of the learners' interests.

Other ways in which MOBRAL further attempted to put into practice the concept of functionality was through its other above-mentioned programmes (PEI, Self-teaching, Cultural, Vocational Training, etc.) for through them it was possible to extend diversified forms of assistance to the individual and to the community, in accordance with the interests, needs and skills involved.

These programmes contributed to gradually making a more functional educational process a reality. Each MOBRAL programme opens the way for another, that way providing the individual with the opportunity to grow as a whole person.

Since MOBRAL views education as a process whose ultimate objective is man as a whole, each of its perspectives is likely to find in the educational process a possibility for growth. In order to guarantee that all of the individual's dimensions are reached satisfactorily, MOBRAL adopted globalization as a methodological procedure. Based on the principle that the person is a whole being, whose life experience cannot be seen from a fragmented viewpoint, MOBRAL soon realized that globalization was one of the most efficient means through which to achieve functionality in its programmes.

In PAF, especially, the method employed picks out significant experiences in the lives of clients, and, by using generating words related to the basic needs of human beings, guarantees the interest and involvement of learners. These generating words are used throughout the various Brazilian regions. The initial presentation and exploration of the generating poster leads to:

- the study of the generating work taken from the poster;

- syllabic decomposition of the generating word;

- study of the syllabic families as based on the words;

- make-up and study of new words;

- make-up and study of sentences and texts.

The teaching of writing occurs parallel with that of reading. Spelling is taught with care, but is not stressed too much lest it should become an obstacle to the literacy process. Mathematics is taught at the same time as reading and writing. Its teaching is based on the examination of the knowledge already owned by the learners and on the subsequent broadening and organization of such notions. The process ends with the application of the notions acquired to practical situations.

The programme's basic didactic set is made up of the learner's reader, his/her language exercise book and a maths book; the literacy teacher's guidebook; and a set of generating posters. In addition, learners and literacy teachers are given a supplementary set of didactic material made up of books for continued reading and newspapers, which serve to support and enrich the literacy process. As to other resources, technological media - specifically radio and television - became the instruments for the transmission of the Functional Literacy Programme. At a later stage the PAF/TV's Workbook was reformulated and coupled with a teacher's guide.

Five months became the established length for the course, with classes lasting two hours at a time. In empirical terms, this was considered enough time for most students to become literate. It is important to stress that the learner does not need to remain in the class the entire five months: if his/her pace of learning is faster, he/she will remain only for the time needed to become literate. Should, on the other hand, his/her pace be slower, he/she can register again and stay in the course as long as needed to become literate. Further evaluation shows that the real time needed to become literate ranges from six to ten months.

A set of rules were then thought out with a view to rendering students literate. Once formulated anew, they became terminal and intermediate objectives.

Thus, it was established that to be considered literate students would have to be able to:

- identify the contents of texts and phrases read by them,

- write completely clear and meaningful texts and phrases;

- solve problem situations involving the four arithmetic operations with - grouped and ungrouped - 1- and 2-digit numbers;

- solve problem situations involving measures of length (m., cm., km.), capacity (liter), mass (g. and kg.), local currency (cruzeiros and centavos), and time (day, month, hour, etc.) - using whole quantities and fractions.

Another feature of the methodological approach adopted by MOBRAL is that of participative planning. The adoption by MOBRAL of participative planning is directly linked with the evolution of its educational practices, in which an endeavour is made to achieve a gradual increase in the participation by the population in decisions involving their own lives and the educational opportunities available to them. Participative planning is thus viewed by MOBRAL as a natural consequence of the implementation of education and community action, with the community's requests and expressions being considered fundamental.

The starting point of the work is discussion by local groups of the respective problem situation, highlighting their interests and expectations, and recording their options and priorities in relation to the group of programmes put out by MOBRAL. This process should lead to the preparation of a Municipal Action Plan.

In concrete terms this systematic approach is translated into one of the main working hypotheses, that is, the possibility of administrative decentralization and increased participation in decisions on educational practices up to the level of the municipal committees and on a medium and long-term basis, and the enhancement of these committees as groups for the support and advisory backing of the local administration.

It is hoped that the administrative units of MOBRAL in the states and territories, together with the municipal units, may be able to play the role of agents in connection with the various community groups. From this point of view, the hypothesis arises that planning involving participation, by bringing into general use the practice of ongoing surveys, may be able to help the communities themselves decide and establish their goals and

priorities.

The basic purpose of MOBRAL in adopting planning with a view to participation was to formulate directives and policies of action linked as closely as possible to the interests of the underprivileged.

It was thus possible to set up fairly quickly a continuing flow of collection, analysis and consolidation of data and information, starting from the municipal committees and groups, passing through the state and territorial coordination offices and reaching the management echelons at Central MOBRAL, so as to ensure formulation of national plans on the basis of the expectations and priorities set by the community groups themselves.

Planning involving participation should, moreover, be viewed at the same time as a means of speeding up the process of adaptation of the programmes to the characteristics and idiosyncrasies of the communities, starting with existing interests and needs.

As a result of these broader aspects of planning involving participation, it is thus possible to enumerate certain specific and operational objectives as follows:

- to achieve feasibility in the continuing practice of diagnoses as to the situation prevailing in the locality;

- to achieve coherence in planning by the central agency in terms of the population's educational interests and needs;

- to gradually decentralize administrative decisions in relation to educational requirements down to the grassroots level;

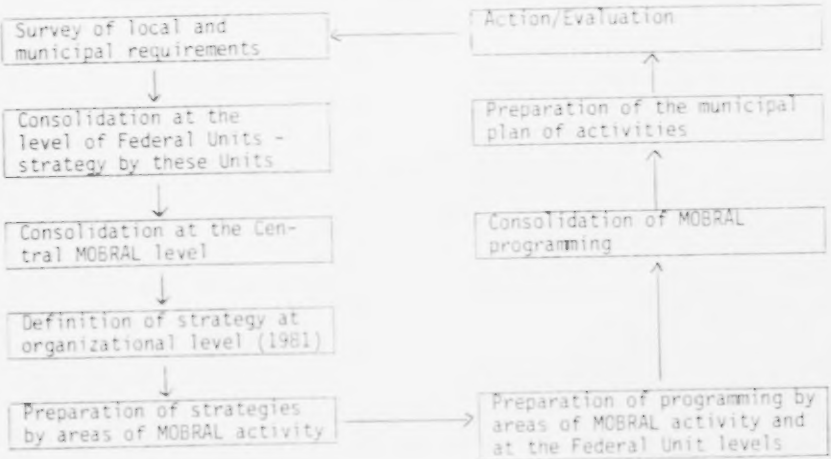
- to reinforce the role and operation of the municipal committees as agencies representing MOBRAL locally.

Hence in July, 1980, when the entire MOBRAL organization was proposing to develop its educational activity through community action, it became essential to adopt a line of planning coherent with basic community-action principles. Work started with recognition of time as a limiting factor with respect to consultation at the local level, in view of Brazil's 3,983 mu-

nicipalities. It was up to Central MOBRAL to define the process as a whole, in line with the flow-sheet given in Figure 1.

Figure 1

Participative Planning Chart


Survey of local and municipal requirements
Consolidation at the level of Federal Units - strategy by these Units
Consolidation at the Central MOBRAL level
Definition of strategy at organizational level (1981)
Preparation of strategies by areas of MOBRAL activity
Preparation of programming by areas of MOBRAL activity and at the Federal Unit levels
Consolidation of MOBRAL programming
Preparation of the municipal plan of activities
Action/Evaluation

The methodology adopted was based on the principles prevailing in MOBRAL's educational work, whose flexibility enables each coordination office to adopt strategies of implementation compatible with local realities. These strategies include:

- involvement of MOBRAL human resources at all levels;
- the municipal committee as the local planning pole;
- extensive consultation with local groups and community leaders;
- support of the entire process by the area supervisor and the municipal committee.

3. ANALYSIS OF SOME SPECIFIC LEARNING STRATEGIES

MOBRAL is assuming the responsibility for a variety of development-oriented learning activities which are mainly carried out by some other executive bodies on a contractual basis. These programmes have broader development goals in addition to providing learning opportunities and facilities. Most of them make use of a combined package of learning strategies. Since the focus of the present study is learning strategies, attempts have been made to identify and select them across the programmes putting special emphasis on out-of-school parallel programmes, occasional programmes based on special needs and interests, local study and action groups, and on strategies based either on new media or on traditional and folk media. The strategies described are found in a combined or isolated manner in the following programmes:

- The Integrated Education Programme (PEI)
- The Self-Teaching Programme
- The Vocational Training Programme
- The Diversified Community Action Programme (PRODAC)
- The Community Health Education Programme (PES)
- The Technology of Scarcity Programme
- The Cultural Development Programme
- The Community Education for Work Programme (PETRA)

3.1 Out-of-School Programmes Parallel to the School System and Other Nonformal Courses/Programmes

Three of the MOBRAL programmes are intended to afford the clientele new opportunities for carrying on their studies as well as improving their situation in the job market. These programmes are Integrated Education, Self-Teaching and Vocational Training. They are intended for persons who have recently learned to read and write and for other members of the community who have passed through formal education without obtaining a course-completion certificate.

a. The integrated education programme (PEI)

This programme, which is part of MOBRAL's Supplementary Education Programme, takes as its starting point studies of topics connected with the basic requirements of mankind. There is no pre-established sequence of approach. The study of each topic, centering on the interests and needs of the group, is undertaken by examining a generating poster and generating text. The resultant activities take the form of group work with an interchange of experience, active participation by all, discussion and a search for solutions to problems arising from the respective activities.

Implementation of the programme is the responsibility of the state and municipal boards of education. Under agreements with MOBRAL, MOBRAL supplies the teaching materials and trains the teachers. It is up to the boards of education to provide the necessary human resources and material supplies, as well as the facilities for running the classes and organizing the programme.

In 1973, the Federal Board of Education recognized the programme as equivalent to the first four grades of elementary education. This ensured that evaluation forms a part of the process and that course conclusion certificates are issued by the boards of education. MOBRAL was separately authorized to enter into agreements with private schools that may issue certificates of schooling achievement, as long as they are duly recognized by the state or municipal agencies in the sector concerned. MOBRAL was at the same time authorized to issue the certificates - which are valid all over Brazil - without references to the boards of education.

Since 1973, the boards of education have been entitled to distribute a minimum study schedule of 720 hours, by stages, and the respective programmes may last ten to eighteen months. However, in view of the flexibility of this programme, certain students may attain the objectives after, say 400, 500 or 600 hours'work, whereas others may require over 720 hours, and must then enrol again.

Teachers for the programme have been trained in two separate stages, the strategy being to use a multiplier effect. In the first stage, the Central MOBRAL team trained the teachers representing each municipality, while in the second, these teachers trained the entire teaching body. Since that time (1971), training activities have been carried out by the Central MOBRAL team (through the state and territorial coordination offices or the overall supervision subsystem), and by the boards of education. The teaching materials and guidelines drawn up by MOBRAL constitute the basic resources for training activities.

b. The Self-Teaching Programme

The Self-Teaching Programme is geared to the training of lay teachers but it will also allow for "the proposal of specific activities aimed at the utilization of materials in strategies equivalent to those employed in the first four elementary grades, providing these activities have been authorized by the respective State Councils on Education" (contained in document MOBRAL's Definition Phase [sic]). The Self-Teaching Programme was mainly developed from the principles that education is a process in which the individual learns how to acquire knowledge and train himself, and that it is really possible to learn only what one discovers oneself. Thus, educational action should afford conditions which allow the individual to become the agent of his own education.

In the light of the programme's objectives, it was stipulated that preferential attention should be given to the rural areas, and the following scale of priorities was established for enrollment in the programme:

- literacy teachers

- learners from the Functional Literacy course
- teachers in the Integrated Education Programme
- students in the Integrated Education Programme
- the community at large

Specific characteristics of the programme are:

- the presentation for study of topics of interest to the students or which reflect their needs;
- the topic to be worked on at each period is chosen in all cases by the student himself. There is no pre-determined order for study of the various topics;
- the time devoted to each subject depends on the rate of learning, interest, need expressed and availability of each student, who may for these very reasons join or quit the programme at any time;
- to render the study of the selected subject feasible, the student has access to material from which he may inform himself and keep up to date on his own;
- each topic is studied both by working with the didactic texts and by performance of complementary activities.

MOBRAL places two kinds of didactic material at the disposal of the students. The basic material, for individual use, consists of:

- three books from the PEI (Integrated Education Programme) set;
- activity guidelines (with topics related to work, communications, transportation, the human body, the community, culture, agriculture and animal husbandry, Brazil, skills training, hygiene and health, the social universe, and mathematics);
- the key to the mathematics book.

There is a programme monitor at each Cultural Post, with responsibility for orientation, follow-up and evaluation of the activities of the participants. The activities of the monitor and other responsible persons at a municipality level are in turn followed up by the Subsystem for Overall Supervision - SUSUG - and the Pedagogic Agency. The workers responsible for this follow-up activity at the various levels perform training tasks, co-operative evaluation, contacts with the clientele, and so on.

c The vocational training programme

Since its very inception, MOBRAL has, in an erratic manner, been active in the vocational field, by means of local training initiatives developed at the municipality level.

The first effort to establish some kind of an order took place in 1973, when Central MOBRAL signed agreements with the Intensive Programme for Labour Training - (PIPMO).

In 1974, in view of the growing activities within that area, the Vocational Training Management, or GEPRO, was created, which meant the establishment of a National Coordination System for the qualitative and quantitative improvement of the activities developed.

Types of Programmes

As part of its decision to deal within the scope of this area in a systematized fashion, MOBRAL adopted a classic professional training model already employed by entities active in labour training. This attitude results in a programme which brought together the following mutually supplementary components:

- Vocational Guidance Subprogramme
- Vocational Training Subprogramme
- Labour Placement Subprogramme

The following characteristics basic to MOBRAL's performance were fitted into this model: decentralization of execution and centralization of control, utilization of available community resources, search for a scale economy through the use of a single action strategy for the entire country and the integration with public and private entities tied to this field of work.

The transposition of this model of vocational training, which is somewhat rigid when it comes to satisfying the requirements of the clients, as it was originally designed to fill the needs of the labour market (more specifically those businesses), undisputably resulted in benefits allowing MOBRAL's body of experts to develop the know-how required in the building of new elements and their adaptation to the fullest degree to the needs of the Foundation's clientele.

The Vocational Guidance Subprogramme was made up of the following: Professional Information Project and Professionalization Markets Project. The Professional Training Subprogramme included: The Training According to Occupational Families Project (semiqualification) and the Training According to Specific Occupations Project (qualification). And, lastly, the Labour Placement Subprogramme containing the Job Counters Project.

Objectives and Methodology

The Vocational Training Programme is intended to meet the government's concern with training manpower for fostering the social and economic development of Brazil through two types of training, namely, by Occupational Families and Specific Occupations.

Training by Occupational Families consists of imparting basic technical knowledge of the main and related tasks involved in a group of occupations and so qualify the trainee to perform a number of tasks and enable him to subsequently specialise in a particular occupation or particular task within an occupation.

The activities provided for in the various contents of the training by Occupational Families (thirteen in all) are eminently practical in nature so as to facilitate retention of what is learned. No extra-curricular activities are programmed.

For training for the primary sector of the economy, between 40 and 80 hours are needed; the timetabling of these hours takes account of the workload imposed by the planting and harvesting of the crops in the locality. Training for occupations in the secondary sector takes between 70 and 120 hours.

Catering to MOBRAL clients by the methodology of training by Specific Ocupations, just like training by Occupational Families, is intended to serve government objectives in promoting the social and economic development of Brazil. Differing from the methodology of training by Occupational Families, which entails holding semi-skills training courses, training by Specific Occupations consists of holding courses aimed at vocational qualification, whereby coverage is provided for the requirements of a higher degree of specialization imposed by the job market.

Training by Specific Occupations consists of an organised series of theoretical and practical curricula preparing the individual for performance of a single occupation (e.g., typing, shorthand, etc.). The activities embodied in the various curricula (27 for the primary sector, 5 for the secondary sector and 10 for the tertiary sector) are both theoretical and practical in nature, with no provision for extra-curricular activities. The number of hours varies with the content. It is, however, suggested to the teachers and monitors that the schedule provide for not less than sixty nor more than eighty hours.

Since MOBRAL's Vocational Training Management does not have its own teachers/monitors, the two training programmes have been developed through agreements with entities belonging to the formal vocational training system. MOBRAL supplies the funding, the methodology and the didactic materials involved and mobilizes the interested clientele in the communities, whereas the entities sharing in the agreement provide their own teams of teachers and monitors, who are required to have suitable vocational qualifications. MOBRAL also undertakes to provide training in the methodology of the two programmes for these teachers/monitors. These agreements are rendered operational by means of MOBRAL's State Coordination and Municipal Committees, and the state or municipal representatives of the entities participating in the agreements.

The courses are held in the municipalities covered by the agreements between MOBRAL and the participating entities, where there is an interested clientele, in facilities and using means provided by the community (on estates or smallholdings, in the case of the primary sector, and at workshops made available by local firms in the case of the secondary sector). If there are training centres belonging to the entities in the agreement at the respective localities, it is also suggested that these be used in the case of secondary-sector activities.

No provision is made for formal (written) exams in these courses. The certificates are issued to those students who have covered 70% of the stipulated hours of work and have, during the course, given evidence of mastering the techniques introduced. Evaluation is made by the teacher/monitor on a basis of a practical check. No equivalence to other courses is ascribed to these activities.

Control and follow-up is the responsibility of the supervisor at the municipal level during his monthly visits to the courses. A co-ordinated compilation of the respective data is sent at two-monthly intervals to the offices of the Vocational Training Management.

Experiences Gained

The following is a listing of some of the benefits gained by MOBRAL in the field of vocational training:

- The development of its own training methodology (according to occupational family).

- A widening in scope of the co-operative work carried out with public and private entities active in this field.

As illustrations of these joint undertakings, the following deserve mention:

(1) The Training of Domestic Servants Project undertaken by MOBRAL with the support of the Ministry of Labour and of ARNO (Household Electrical Products Company);

(2) The Training of Agricultural Tractor Drivers, carried out by MOBRAL and Massey-Ferguson (Agricultural Tractors Factory);

(3) Training Agreements for Agricultural Occupations with the (state) Enterprises for Technical Assistance and Rural Extension - EMATER - associated with EMBRATER (National).

- The mobilization of local training initiatives.

- The development of a broad network of labour placement agencies.

  In view of the almost total lack of employment agencies in the country and, above all, in view of the peculiarities of MOBRAL clients, the Labour Placement Subprogramme was set up to operate by way of simple units, organized and developed as a result of the volunteer efforts of the communities themselves. These units, referred to as "Job Counters", while lacking in the sophistication peculiar to a true agency, had strong foundations set in the heart of the communities and remained in permanent contact with employment possibilities, as well as with the clientele, which was the community proper, inasmuch as the programme was not restricted to the universe of MOBRAL. (Source: MOBRAL and the National Employment System, 1981).

- The development of didactic material for monitors and students as a support to the development of the training courses.

Some Problems and Difficulties

Parallel to these benefits, a number of factors restricted the expansion or interfered in the maintenance of these activities to a satisfying degree. Among them, the following should be mentioned:

-difficulty in recruiting expert personnel experienced with respect to this type of clientele;

- lack of sufficient financial resources; and

- difficulty in reconciling an action geared to a labour market whose dimensions were defined by its own needs and the service to a clientele numerically more expressive than the quantitative manpower demand.

In 1978, MOBRAL initiated a significant change with respect to this vocational training model when it moved towards developing the Community Education for Work Programme (PETRA), which is presented later under "Study and Action Groups" and also under its new media component.

Vocational Information Project

The Vocational Information Project is placed in operation through the following media:

- Film: *A Mão que Escreve, A Mão que Trabalha* (*The Hand that Writes, the Hand that Works*);

- Audio-visual: *Todo Mundo Trabalha* (*Everybody works*);

- Occupational leaflets - a total of one hundred different texts giving information on occupations of greatest interest to the MOBRAL public.

The purpose of this project is to systematically provide the MOBRAL public with more and better information on job opportunities in the light of their skills and interests.

To avail of these resources, a number of activities are promoted, such as:

- the distribution of leaflets through the Job Counters;

- the distribution of leaflets during the mobilization of candidates for vocational training courses and at the commencement of classes, making them available at points of enrollment and the course venues;

- the distribution of leaflets at Functional Literacy and Integrated Education Classes, so as to reinforce the learning of reading and writing, by tying in the various vocations with generating words and with the subject matter involved;

- individual and/or collective reading of the informative content of these leaflets at the Cultural Posts;

- talks and discussions on vocational information and its role in the life of the individual and the community, besides other aspects connected with opportunities of training and better employment of labour;

- visits to companies;

- showing of films and audio-visuals followed, whenever possible, by discussion;

- making known to the community the major activities involved in the role of Vocational Information.

The basic content of Vocational Information suitable for the potential MOBRAL public by use of the above-mentioned resources deals with realities in the job market by:

- providing data on those occupations most suitable to persons with the level of education of the MOBRAL clientele;

- indicating the nature and requirements of each job, e.g. description of tasks involved, requirements of schooling, age, physical strength, agility, keenness of sight and hearing, etc.;

- training opportunities in the locality;

- the supply and demand for jobs, average wage levels, etc.

An effort is also made to permit the individual to learn about other work activities, helping him to adapt his skills and interests to realities on the job.

This material is prepared and printed by the MOBRAL printing sector. Arrangements for distribution of the material are made by the Professional Management (GEPRO) on the basis of requests coming in from the field. These arrangements are carried out by the MOBRAL Warehousing Sector.

In the selection of monitors for the study groups, the organization makes use of the MOBRAL supervisors at municipal level, the Job Counter attendants (if such facilities are in operation at the particular place), the course monitors in the particular area of vocational activity, and community professional interested in imparting Vocational Information. Co-ordination on Vocational Information activities is the responsibility of the MOBRAL state and municipal representatives. The Vocational Training Management at the Central MOBRAL level engages in follow-up activities only.

Vocational Information transmission and motivation activities are carried on informally by the representatives of MOBRAL of state and municipal levels and by those members of the community involved in the project. Dissemination is by means of posters, newspapers, local radio stations, etc.

Central MOBRAL defrays the cost of the resources used in the Vocational Information area: films, audio-visuals and pamphlets.

Two blank forms are used for the follow-up, namely:

- the Implementation and Observation Card - to be filled out at the municipal level and sent at quarterly intervals to the COEST/COTER;

- the Summation Card - summary of the data sent in by the municipalities, completed at a state level, and sent quarterly to GEPRO at Central MOBRAL.

Just as in the case of the courses by Occupational Families, Specific Occupations and the PETRA, so too in the case of the Vocational Information Project: maximum encouragement is given for local contacts with other agencies. The purpose in this case is to obtain (by loan) additional educational technologies capable of enhancing the activities to be engaged in.

MOBRAL also works in the areas of health, culture, community action and the technology of scarcity in the form of post-literacy programmes within the structure of a lifelong education process. Systematic orientation is adopted in the sense that activities in each one of these areas include the concern to find out from the clientele its requirements and interest in any of the other areas. Apart from this, encouragement is given for contacts with entities in vocational training or other areas, at national, state or municipal levels, at which the needs and interests of the clientele can be catered for in those cases when they cannot at that particular time be handled by MOBRAL itself.

3.2 Occasional Programmes Based on Special Needs and Interests

In certain situations it is not always literacy that best meets the individual's immediate needs. Other educational activities (in the fields of health, housing, nutrition, sports, etc.) are also of importance, and make for greater integration and participation of the individual in the community. In many cases they can improve the quality of life in the community in a very short time.

The MOBRAL Foundation had three programmes of relevance here, namely: the Diversified Community Action Programme (PRODAC), the Community Health Education Programme (PES), and the Technology of Scarcity Programme.

a. The Diversified Community Action Programme (PRODAC)

This programme was organized in three interconnected stages, namely: mobilization, organization of groups, and maintenance of work. Although there was a specific mobilization stage in which the population was prepared to receive the programme, mobilization in general was present in all phases of the work.

In this first stage, use was made of all the means available in the urban and rural areas (radio, newspapers, talks, loudspeakers, posters, etc.) and the population was called upon to participate in what the community itself planned and was to carry out after it had surveyed priorities in relation to its needs and interests. Persons at all economic, social and cultural levels of the community were invited to partici-

pate in this survey, which is aimed not only at appraising existing problems but also at finding solutions and achieving participation in the work. After the data had been assembled, an advance community diagnosis was obtained in meetings. The participants discussed not only the problems but the solutions and resources available, indicating what was priority and what was feasible, together with the respective forms of action to be adopted.

The second stage started with the formation of groups to carry out work based on the diagnosis. The methodology of the programme entailed the formation of two kinds of groups, namely:

- Community Action Groups - A volunteer group generally organized at municipal headquarters, and responsible for co-ordinating, planning, carrying out and expanding the programme;

- Local Action Groups - groups of volunteers consisting of persons interested in carrying out activities aimed at the development of the place where they live.

In the course of a series of meetings, the groups drew up their action plan. The Community Action Group prepared the action plan for the municipality, containing a note of the activities of all the local action groups.

In the third stage, the organized groups carried out the action plan and endeavoured to involve all those benefited by the activities performed. The groups were supposed to get together periodically to discuss strategies, assign tasks and responsibilities, and evaluate and reformulate the plan of action. In accordance with a line of joint responsibility, those involved were supposed not only to familiarize themselves with the problems and to participate in the quest for solutions, but also to act through contact with the authorities and other entities at the municipal level.

Certain entities, for purposes resembling those of PRODAC, had joined the latter so as to concentrate their potential. An instance of this was the joint activity carried on by MOBRAL and the army through the Civic and Social Action Programme (ACISO), which started in July 1976. The PRODAC/ACISO Project was intended to apply the PRODAC methodology so as to make

ACISO a stimulus to the process of community development.

b. The Community Health Education Programme (PES)

The Community Health Education Programme (PES) was intended to involve the entire community in the municipalities where it was implemented. Its basic strategy called for the identification of groups already organized in the community and the formation of new ones. There was no limitation on the number of com ponents of the groups, which were co-ordinated by a monitor who decided jointly with other persons when and where the groups would meet to discuss the health situation.

The programme was made known by all the means of communication available, such as newspapers, radio stations, loudspeakers, television stations and posters.

The groups engaged in meetings at which talks were given and discussions took place on health problems, in accordance with the requirements recognised by the participants. The initial activities led to co-operative activities planned by the participating groups and carried out with the participation of the community and local entities.

The monitor was oriented to engage, together with the group, in the task of discovering and obtaining the support of health institutions and of professionals such as doctors, nurses, nursing assistants and Health Center workers. PES also provided for the monitors and participating groups to work together with persons who, though not connected with the Health System proper, had considerable knowledge in the area and played an important role in the communities, such as pharmacists, midwives and native medicine healers.

The programmes were supposed to last four months, although they could be extended where the municipalities were interested in the continuity of the programme.

At the state level, there was an expert responsible for the co-ordination, planning, follow-up and supervision of the PES. The MOBRAL supervisors (Overall Supervision Subsystem, SUSUG) were in charge of training, technical assistance and supervision of the programme in the municipality. They represented the connected link between the State Co-ordination Offices (COEST) and the work carried out in the municipalities.

Also involved was the head of the Community Health Education Programme, ENPES. He was responsible within the respective Municipal Committees for development of the programme, for orienting and assisting the monitors, and for contributing to the mobilization and development of the community and respective entities within the PES.

The person responsible for the development of the programme at community level was the monitor. After being trained by MOBRAL, he co-ordinated the activities of the participating group, oriented discussion at meetings, gathered information, made known the services of the local health agencies, and fostered the development of community activities.

Manpower for co-ordinating and supervising the programmes was trained at the state level, and manpower for actually implementing the programme at the municipal level. At the state level, training activities were carried out for the PES and the supervisors to prepare them for implementation, follow-up and supervision of the programme, and to qualify them for training monitors. These training activities were the responsibility of the Central MOBRAL technical staff. At the municipal level, basic training and refresher courses were provided so as to prepare and give feedback to the ENPES and the monitors during the entire period of the programme.

During the basic training activity, the monitor got to know and learnt to deal with the PES support material, which comprises a series of books, booklets and posters containing information on the main health problems. Provision was made for using this support material in response to the problems, interests and needs of each locality.

At the beginning of each year, the programme management drew up a budget of what would be spent up to the end of the period. This budget could be supplemented by extra funds during the period, or funds could even be shifted from one project to another. In 1981 there were twelve different types of projects and activities involving the following kinds of expenses:

- Grants in aid
- Consumer supplies
- Fares
- Printing

- Services rendered
- Payment to monitors (Cr$ 1,000 x mths. = Cr$ 4,000 per agreement)
- Special projects
- Purchase of films and tapes
- Purchase of books and magazines
- Payments for courses
- Purchase of seeds
- Rental of studios
- Payments to actors, musicians, narrators, sound technicians, etc.

Besides the pre-established budget we could resort to funding from FUDAC (that finances activities) and FUCAP (for the preparation of resources). Both these funds were derived from the overall MOBRAL budget, which means that they did not come from the pre-established budget of the management. In addition to periodical training and refresher courses, the community Health Education Programme Management, GEPES, made use of other means to monitor progress in the field and send information and guidance to all those involved. The monitor is required to submit monthly reports giving an idea of the topics covered at the meetings and the activities being carried out. The state agent was also required to send in reports on his activities and the programme in the field. Moreover, the management kept in direct correspondence with monitors through monthly letters containing specific health information and suggestions for the programme. In this way data were obtained for the replanning of the programme and hence for more effective performance of later PES activities. Likewise, direct and indirect technical assistance activities, operating as instruments for feedback and/or growth of the individuals involved in the PES, were an integral part of the system of evaluation in that they comprised a response to the problems observed.

On December 9, 1980, an agreement was signed between MOBRAL and the CNBB (National Conference of Bishops of Brazil) render-

ing feasible a new type of MOBRAL activity, namely, that of conveying elementary notions on sex education and family planning by natural methods.

c. The Technology of Scarcity Programme

The main purpose of the Technology of Scarcity Programme was to make widely known a popular technology essentially characterized by the use of low-cost, easily-obtainable local resources. This technology is derived from the wisdom of the people. It involved, for example, ways of preserving foodstuffs and the preparation of household medicines and remedies. These techniques were dealt with scientifically by the Technology of Scarcity Management or by scientific institutions, permitting, on transfer, an understanding of why and how they function. They were even associated with procedures of sophisticated technology if suitable handled, as in the case of using solar energy at a primary level.

For implementation, follow-up, technical assistance, evaluation and feedback of the programme in the field, the Technology of Scarcity Management had representatives in most of the states, as well as in the Overall Supervision Subsystem and other MOBRAL agencies.

The contents of the programme were aimed at meeting the needs and aspirations of the communities, which were surveyed together with the members of the communities themselves, these being the people who know local conditions and resources best. It extended its activities to all fields deemed basic to human survival, including nutrition, health, housing, agriculture, leisure, the procurement and application of energy, livestock breeding, and clothing, bearing in mind at all times the possible use of unskilled labour and the shortage of raw materials. The contents of the programme were accordingly based on utilitarian craftsmanship - preparation of working tools and other products for day-to-day use - and utilization of waste products. These characteristics in no way jeopardized the quality of the products thus obtained, and they furthermore permitted such contents to be adapted to the various regions in Brazil.

The Technology of Scarcity Programme, covering every state in Brazil, was implemented 1) by groups that had already been developed by other MOBRAL programmes and 2) by groups that were formed for the purpose of seeking specific solutions to their problems through the Technology of Scarcity Programme. These

groups were mobilized in advance by agents of MOBRAL, using for what purpose the means of communication available in the community.

The techniques adopted by the programme were disseminated through pamphlets in the *Cada Cabeça é um Mundo ... (To Each Head a World of Its Own ...)* collection, which constituted the reference work for the programme. These pamphlets were also used to the full in other MOBRAL programmes, serving students who had already learned to read and write, as in the case of the integrated Education Programme and the Self-Teaching Programme. They were, in addition, used as an aid in the formal educational system, and about 3,000 sets of the *Cada Cabeça é um Mundo ...* series have even been distributed to elementary and secondary schools.

The system of co-ordination of the Technology of Scarcity Programme involved three different levels:

- At the national level, the Technology of Scarcity management was responsible for preparing content and subject matter, for planning and evaluating activities under the programme, for preparing those responsible for the programme on a state and municipal level, and for MOBRAL's Overall Supervision Subsystem. This preparation was effected through direct technical assistance and indirectly by means of orientation documents.

- At the state level, those responsible planned and adapted activities under the programme, and prepare those involved in developing the programme in the municipalities. They also conveyed to the national level the results obtained and the difficulties encountered.

- At the municipal level, the persons responsible were entrusted with the task of both developing and following up the programme, together with the population. This follow-up process provided the information not only for evaluating activities under the programme, but also for the preparation of new subject matter. The information was relayed to the national level by means of three types of questionnaires filled in by members of the localities concerned and through reports sent in by MOBRAL representatives in the munici-

palities, who may have belonged either to the Overall Supervision Subsystem or to other MOBRAL programmes.

Special projects in the technology of scarcity

A special project was drawn up at the national level based on fact-finding surveys of the problems existing in a particular community and directed at the problems of health and sanitation, nutrition, housing, energy, etc. This project was intended to bring together the contents of the Technology of Scarcity Programme and the local techniques so as to develop systems. These systems were combinations of techniques organized so as to meet a specific requirement; thus a water treatment system, for example, was made up of techniques of collection, conveyance, filtering and boiling.

The special projects were developed by groups within the community itself and with the direct technical assistance of the Technology of Scarcity Management. (In the case of projects involving other MOBRAL managements or other institutions, technical assistance was the responsibility of the said managements or institutions.)

The special projects used local material and labour, thus keeping costs down to a minimum. This means that the time needed for each project varied according to the resources of the region involved.

Co-ordination - not only in the projects developed by the Technology of Scarcity Management, but also in those integrated with other MOBRAL managements and other institutions - was carried out by MOBRAL at the national level. All the phases in the project came under the responsibility of such managements and institutions from planning up to evaluation, which was effected by the comparison of data compiled before, during and after a project had been carried out.

3.3 Local Study and Action Groups

Based on the diversity of conditions encountered and on Brazilian interests and requirements, MOBRAL has developed programmes for action and study at a local level, besides those already existing at a national level. Amongst these we might quote the Subprogramme of the Cultural Programme, the Community

Education for Work Programme, the Special Projects in Technology of Scarcity Programme and the Participative Planning Programme. The two latter programmes have been already presented and referred to in this study for other characteristics they display, namely, the main orientation of the one toward the satisfaction of special needs and interests (Technology of Scarcity) and the overall methodological feature of the other (Participative Planning). Under the present heading, therefore, only the Cultural Development Programme and the Community Education for Work Programme (PETRA) are described.

a. The Cultural Development Programme

Set up in 1973, MOBRAL's Cultural Development Programme aims a) at fulfilling the need to integrate those who participate in the Foundation's pedagogic programmes and the community to which they belong in a continuous learning process, and b) at helping strengthen all knowledge acquired by the learners through providing them with conditions for the discovery of new pathways. It was launched as a natural carry-through from the educational programmes directed at lifelong education.

Geared from the outset to complementing the educational effort, the programme became a tool to promote and ensure the offer, assimilation, transformation and application of concepts and attitudes.

Cultural activities were from the start conceived with a view to using leisure time for developing creative potential by fostering individual and collective activities.

Objectives

The general objective of the Cultural Programme is to make an informal, flexible and dynamic contribution to the cultural development of the Brazilian people and to the expansion of the cultural universe of the community. Its specific objectives are:

- to help attenuate or prevent regression to illiteracy;

- to ward off the danger of dropouts;

- to reduce the number of failures of students;

- to act for mobilization;

- to foster a sense of community spirit;

- to spread the philosophy of MOBRAL through activities aimed at the leisure hours, in which the entire community might participate.

The application of the programme is guided by the following principles:

- democratization of culture;

- putting drive into creativity and cultural interchange;

- developing the individual and local culture;

- preservation of culture.

Clientele and structure

The clientele is not restricted to MOBRAL students; it is open to anyone spontaneously expressing an interest in and attracted by the activities of the programme.

While the activities are usually initiated by the operational units (that is, by the Organization's Mobraltecas and Minimobraltecas, Posts and Miniposts), they can also occur independently of these units, as an effort of local groups.

The Mobralteca is a mobile operational unit geared to making cultural activities a reality. By passing through the various locations set out in its itinerary and attracting crowds, the Mobralteca aims, among other things, at awakening interest in the development of permanent cultural activities, mobilizing the communities, making them aware of MOBRAL's entire frame of operation, and making MOBRAL Posts active by spreading word on their existence throughout the community.

The Mobraltecas are spread along areas of action called Mobralteca Regions, where a pole-co-ordination exists which is responsible for the execution and operationalization of the activities of these units at a regional level.

The Minimobraltecas came about as a result of the need to spread the activities of the programme to the interior of the country by means of a reduced unit of the Mobralteca. By employing a smaller vehicle which is also lighter, more agile and less

expensive, the programme reaches the more scattered population of the rural zones. In the states of Nahia (Feira de Santana) and Paraíba they came about as a result of local efforts.

Set up as Cultural Posts in 1973, MOBRAL Posts were intended to be permanent operational units. Basically centres from which work situations emerge, they were redesigned to eventually become Permanent Education Agencies. As of 1981 they were named Mobral Posts, a designation which characterized them as permanent units of the Organization for the channelling of actions launched by the various programmes.

The Post is both a meeting point and a support for the social, educational and cultural development of the community in its efforts to promote, disseminate and preserve local culture.

In 1979, as an initiative of MOBRAL's Co-ordination in Pernambuco, MOBRAL's Mini-Post came about with the aim of pushing MOBRAL programmes inland in rural zones and in regions not reached by MOBRAL Posts, which as a general rule were located in municipality headquarters.

The Mini-Post emerges spontaneously as a result of activities undertaken by the community itself; it uses its own resources, as well as materials borrowed from the Post on a rotating basis.

The Cultural Programme is being gradually established all over Brazil through Operational Units, which in 1983 numbered as follows:

Community Cultural Posts	2,639 units
Mini-Posts	81 units
Mobraltecas (itinerant library and cultural units)	6 units
Mini-Mobraltecas	31 units
Cultural Tents	4 units

The subprogrammes, always based on local interests, are held either in or in front of the operational units and involve literature, games and sports, theatre, cinema, radio, televi-

sion, folklore and folk art, music, publications, plastic arts, etc.

At a state and territory level the Cultural Programme is supervised by the Cultural Agent, and at a municipal level by the Cultural Programme Supervisors.

The follow-up of the programme provides a basis for feedback and ongoing reformulation. The basic source material consists of the reports by the cultural agents and the Cultural Center professional staff (who periodically carry out technical assistance trips), the annual meetings between cultural agents and the professional staff of the Cultural Center, and the correspondence between the Center and the cultural agents.

As already mentioned, the Cultural Development Programme's diversified gamut of activities includes among others a wider and active use of the new media, the introduction of amateur theatre groups, puppet theatre and dramatic games, in addition to tournaments, gymkhanas, games and other amusements. (The use of these new media and folk and traditional media, as well as games and sports for post-literacy purposes will be dealt with in the respective chapters devoted to these learning strategies.)

b. The Community Education for Work Programme (PETRA)

The Community Education for Work Programme, referred to locally as PETRA, belongs, as it concerns the area of work, to MOBRAL's supplementary Education Programme. Within the scope of this area are also contained the activities carried out jointly with vocational training entities.

In the vocational training area, the Community Education for Work Programme (PETRA), launched in 1978, is intended to contribute to community development by the occupational enhancement of its members within the purview of the overall process of development. It is made feasible by the transmission of knowledge and skills acquired through vocational activities and other items of knowledge are disseminated and conveyed through short courses in which the monitors - themselves skilled community members - are selected from amongst those engaged in vocational activities, from those who have formerly engaged in such activities and from others with knowledge of practical work.

Objectives

The general objectives of PETRA are to provide opportunities for workers to improve their knowledge and experience so as to be able to carry on activities at home, at work and in the community, and to permit the self-development of community members through the course monitoring activity.

The specific goals are to put those enrolled in the programme in a position to reduce their expenditures, increase the family income, perform better vocational and community activities and acquire new knowledge. This programme aims at benefitting clients in the way of reducing family expenses and favouring a better performance in terms of activities belonging in the service-rendering category.

Characteristics of the Courses

In course selection, consideration is given to the interests of the community and the presence of the monitors. The courses should be for a minimun of 40 hours, spread over a maximum of 45 days, and it is suggested that a total of ten hours a week not be exceeded, with a maximum of two hours of classes per day. The classes should contain at least ten students each at the commencement of the courses, and the lessons should be eminently practical in nature.

The field of vocational training has been developed through the PETRA short courses intended to develop skills in the members of the communities thus served. These activities are controlled by means of two blank forms to be filled in, namely: one for the identification of the monitor, giving the characteristics of the course to be provided; and one for recording attendance. The location of the courses is left to the judgement of the monitor (depending on the kind of course, it could be the monitor's own home or that of one of the trainees, or a classroom, workshop or any other facility made available by the community). Participants receive a certificate of attendance at the end of the courses.

The monitor is the main factor in organizing the courses. It is up to him to: find out whether or not the course for which he is qualified arouses interest on the part of the clientele; participate in making the courses known and in organzing the classes; programme the course; decide on the location for the classes; set the period over which the courses should

be held, etc. - all of this in harmony with the determination of MOBRAL's representative unit at the municipal level. To be a monitor, a person must possess knowledge and experience in relation to the course he proposes to give, be capable of communicating with others and have available time and facilities.

The teaching materials are supplied by Central MOBRAL. The learner materials are obtained from the community, local entities, or may even be provided by the trainee himself. MOBRAL's support is also in the shape of a small financial bonus and the provision of limited financial resources for the purchase of materials to be utilized in the courses.

This programme is accomplished through the transmission of simple work skills, and by taking into consideration the real interests and needs of the community. In order to pass, the student must do the following:

- identify materials/equipment utilized;
- correctly handle the materials/equipments utilized;
- described tasks/operations carried out and execute tasks/operations which are a part of the course taught.

A recent survey (2nd Semester/1983), undertaken by the Division of Technical Support (DISUT), defined craftsmanship (60% of the courses) and sewing (23% of the total) as the areas with the greatest percentage of courses.

New Paths of Action

The change which took place after the establishment of PETRA was in the area of training. As a result of it, the labour market ceased to exist as a basic reference for action, and the monitor, previously someone necessarily having acquired formal schooling, was thereafter a person schooled in the day-to-day experience of living (life replacing schools).

> The Job Counters, to cite an example, are units which widened their range of services; in addition to the traditional referral of the MOBRAL client to a job, the Counter would refer to the community those who rendered services (shoemakers, plumbers, and others), as well as sales outlets for agricultural products

produced by small rural farmers, thereby bringing the consumer closer to the source of production; as the services rendered increased in numbers, they were called Job and Services Counters.

As an alternative line of action, this change was followed by an attempt to commercialize the products manufactured by the students in the course of their studies. This attempt, referred to as PETRA's Markets, failed to produce significant results. The Markets used to appear in localities made available by the community and received support from MOBRAL and the municipal governments. Eventually, this initiative was abandoned.

As a result of that, MOBRAL began searching for new alternatives capable of answering the needs of its clientele. This effort centered around commercialization and production. These aspects, together with training, became MOBRAL's strongest concern from the moment when the transfer of manpower from the formal to the informal market of the economy turned into a clear and expressive fact based on the reduction in economic activities.

One of the alternatives arrived at was the creation of production groups, which, while bringing together production, commercialization and professional training activities, is also characterized as a typically associational initiative.

In 1982-83 this project was developed experimentally under the title "Community Workshops Project for Training the Production of Goods and Services". In the expansion phase it became known as "Production Groups", this change representing one way of getting rid of the need for an impressive physical infrastructure as support to organized production groups.

It was developed experimentally in the states of Rio de Janeiro (South), Minas Gerais (North), Alagoas, Sergipe, Goiás and Rio Grande do Sul.

The following courses were developed: sewing and tailoring, the preparation of confections, electricity, carpentry for fences and roofs, domestic production of dairy products, the cultivation of vegetables and fruits, basic masonry, basic carpentry, iron soldering, the raising of hogs, cattle raising, rural maintenance mechanics, and others.

These Production Groups are made up of persons who:

- have acquired similar technical notions;
- focus on the production of specific, easily commercialized articles;
- become "associated" for production and commercialization purposes;
- receive support from MOBRAL in the way of skills training; instructions on association; credit; accounting; commercialization, etc.; and occasionally support material. To that end, MOBRAL maintains contacts with CEBRAE (Brazilian Support Centre to Middle-size and Small Business Enterprises).

3.4 The Use of New Media: Instructional Television, Radio, Film and Other New Educational Technologies

Among the MOBRAL programmes using new educational technologies, we might examine the Community Health Education Programme (PES), the Technology of Scarcity Programme, the Vocational Information Project, and the Cultural Programme.

a. Community Health Education Programme (PES)

PES via Radio

This was a national programme that was being carried out by about 300 radio stations in 25 states and in 3 territories. It was aimed at contributing to the development of a new attitude towards health and sanitation, favouring an improvement in the living conditions of the more impoverished populations. Besides helping mobilization for the basic MOBRAL programmes, PES via Radio was specifically intended to impart information relating to the health area and so reinforce the content of PES in general.

PES via Radio reached listeners in general and was not aimed at any particular audience. The population covered consisted of both participants in PES and others not yet reached by the programme. It was a daily programme consisting of three different parts, namely;

- "Good Health" - Mondays through Fridays, 3.1/2 hours' duration.
- "You Ask a Question, MOBRAL Answers" - Saturdays, 5 hours' duration.
- "Make-Believe Land" - Sundays, 5 minutes duration.

PES via Radio gave information on health and sanitation - especially in the areas of nutrition, hygiene and disease prevention - together with suggestions as to activities that reinforce the community character of PES. The "Make-Believe Land" programme directed this information at children. Scripts were planned as follows:

- selection of subjects to be covered, by professional staff members from GEPES (PES Management);
- development of scripts by professional staff members from GEPES;
- evaluation by the GEPES consultant.

The scripts were recorded on tape in the studios of the Radio Nacional station, using radio and television actors. Follow-up and evaluation of the recordings was the responsibility of GEPES.

Each month's transmission corresponded to twenty different programmes in the form of episodes - four as question and answer periods and four as tales for children. The recorded tapes were sent every month to the State and Territorial Co-ordination Offices for distribution to the radio stations with which the programme was in contact.

Although transmission of PES via radio came under the orientation of the State or Territorial Agent (ANPES), it also involved the area supervisors. Its cost was about Cr$ 150,000.00 (US$ 1,500.00) a month.

Audio-Visuals of the Community Health Education Programme

The audio-visual material of this programme was placed at the disposal of the State and Territorial Co-ordination Offices (COEST/COTER) whenever requested. In addition, all COEST/COTER offices have copies of the audio-visuals *How to Build a Cesspool* and *How to Treat Water*.

While the purpose of the PES audio-visuals was, in general, to reinforce MOBRAL's educational efforts towards health, their specific objective was to arouse and foster the interest of the population in coping with health problems.

The audio-visuals are used in municipalities where the PES programme is under way by PES monitors, PES participants, par-

ticipants in MOBRAL programmes in general, and the locality's population at large. In municipalities where PES did not exist, audio-visuals are used by participants in general MOBRAL programmes and by the population at large. The material was used for the training and monthly meetings of monitors, at meetings of the participating groups, and in sessions for the community as a whole.

Production of the audio-visuals by the GEPES involved the following stages:

- selection of the subject to be dealt with (by the GEPES professional staff);
- preparation of the script (by the GEPES professional staff);
- evaluation of the script (by the GEPES consultant);
- photography and developing (by GEPES and the Image and Sound Section);
- interviews (by GEPES);
- recording (by GEPES and the Image and Sound Section);
- mounting of slides (by GEPES);
- beeping of tape (by GEPES);
- copying of slides and tape (by the Image and Sound Section)

It was the responsibility of the COEST/COTER to plan the use of the audiovisual material in the municipalities. GEPES distributed the audiovisual material to the COEST/COTER, which make the material known and distribute it in accordance with the interests and projection facilities of each municipality.

Approximate cost per audio-visual was CR$ 200,000.00 (US$2,000.00). The Super-Eight film *Saúde: Direito de Todos (Health - The Right of All)* is available at GEPES to be used anywhere in the country whenever requested. This film encourages discussion on education for health in both the urban and rural zones, and fosters the presentation of suggestions by householders' associations regarding the handling of their problems. Intended for the general public, the film documents the Public Meeting for Health held September 14, 1980 at Cidade de Deus, Rio de Janeiro, at which there was much discussion about health matters in relation to the populations lacking health care.

The movie was produced by the GEPES professional team and by two assistants especially hired to provide photography and mounting services. It cost approximately Cr$50.000,00 (US$500.00).

b. Technology of Scarcity

In addition to spreading its programme contents through the collection *Each Head is a World of its Own ...*, the Technology of Scarcity Management resorted to other means of popularisation such as:

Demonstrations: These, generally speaking, were co-ordinated by the GETEC professional team and involved a number of agencies responsible for developing other MOBRAL programmes, as well as active participation by the communities.

Radio and television programmes: The Technology of Scarcity Programme, through radio and television programmes mounted by other MOBRAL managements, or through informal agreements with certain stations, transmitted its content without any financial onus to the Technology of Scarcity Management. These two media were of major importance, inasmuch as radio covers practically the whole of Brazil and television gives viewers an idea of just how the various techniques are devised and applied.

Thus, the Technology of Scarcity Programme was reaching a larger and larger public, with particular emphasis on the poor, and was contributing to the solving of their day to day problems and improving their living standards. Data from the field were used to improve the material. The GETEC professional team was responsible for co-ordination of the communications system in each of its phases.

c. Cultural Programme

The Cultural Programme made use of the press, radio, cinema and television, in its conveyance of the various forms of art and culture. Operating as mass media, television, radio and the cinema played key roles in achieving the main objective of spreading culture.

Radio was given greater impact through the "Sunday MOBRAL" programmes, which were on the air every week and were transmitted all over Brazil through the MOBRAL Educational Radio Broadcast Service (SRE), the National Tele-Education Programme

(PRONTEL) agreement, and the daily "Chatting with MOBRAL", aimed particularly at the whole Amazon basin and going on the air under the MOBRAL/Brazilian Radio Broadcast Enterprise (RADIOBRAS) agreement. These two programmes were produced by a professional team at Central MOBRAL/Rio de Janeiro. Both "Sunday MOBRAL" and "Chatting with MOBRAL" dealt with questions raised by listeners in letters to the programmes, which bore out their considerable acceptance on the part of the Brazilian community.

Encouragement was given to local programmes, generally produced by the Municipal Committee in co-operation with the regional radio stations. As a form of co-operation, technical assistance was given to interested stations. Generally speaking, too, the material presented matched local expectations.

The MOBRAL Cultural Center was currently producing programmes for the loudspeaker systems in the Brazilian hinterland with a view to taking the Cultural Programme and other MOBRAL programmes into the interior and thus establishing direct communication with the communities.

Television calls for more sophisticated equipment, specialized know-how and specific technical conditons, so it is only being developed little by little. There were, however, local initiatives under way for the production of TV programmes in the capitals, and prepared by the Cultural Agency, the daughter agency of the Cultural Center for the states and territories. The contents would have been of MOBRAL origin or involved fact-finding research. But the local identification was in no case overlooked.

The Cultural Center had a film library with material selected by the Cultural Center, whose films were placed at the disposal of the MOBRAL State or Territorial Co-ordination Offices. They were distributed on a local (or rotating) basis. The films were accompanied by synopses that were discussed by the audience, an activity that was fostered in all cases with a view to achieving growing community participation.

3.5 Traditional and Folk Media

Traditional and folk media are made use of in all MOBRAL's activities and built into most of its programmes. The Cultural Development Programme constitutes the main frame within which these activities take shape and place. The Vocational Training

Programme also uses the fairs and market places for disseminating job information within the communities. It uses folk styles and poetic forms to convey its extension programme.

a. Cultural Programme

Appreciation and preservation of local culture, the principles that underscore the activities of the Cultural Programme, have been of constant concern to MOBRAL. Folklore activities have been encouraged by means of the natural appeal that traditional dancing and singing hold for the communities. Discovery, recording, and commemoration of festivals and folk entertainment have emerged gradually. An endeavour has been made since the beginning to inculcate in the communities the importance of preserving local cultural values and to bring home to the folklore groups the virtues of [illegible], tradition and originality in these forms of expression.

The operational units develop the folklore activities they themselves promote, or take as a starting point events promoted by other entities. Also with a view to preserving folklore activities and local culture, the Cultural Programme has been fostering the organization of folklore groups connected with the Cultural Community Posts through a grant in aid to support such presentations.

Ever since the start of the programme, the theatre has proved very effective, mainly through the impact it produces in terms of mobilization of audiences, groups and collaborators. At the outset, the system of operation adopted was to hire amateur groups in the various Federal Units.

The groups toured the communities, putting on free shows for which they were provided with light and sound equipment and financial backing to maintain local elements and cover minor assembly outlays. Results were quite positive and led to the emergence of theatrical groups in the communities. As a result, operations with the hired amateur groups were discontinued, and the entire emphasis was laid on work with the groups connected with the community Cultural Posts. They, like the folklore groups, received a small amount of financial backing. Under the MOBRAL/University of Rio de Janeiro (UNI-RIO) agreement, technical assistance was provided to these theatrical groups by the students completing the theatrical course at the University.

Special attention was given to puppet theatre, on account

of its capability for mobilizing operational units. Local resources and creativity were emphasized in all cases.

b. The Extension Programme

Use is made of the so-called "string literature" typical of the northeast of the country in the Training by Occupational Families Method, and specifically in the Food Plant and Cattle-Breeding "Families" of occupations. String literature consists of booklets with rhyming texts. The booklets employed are *Learn Farming with the String Books* and *Cattle-Breeding and How to Give the Necessary Aid to the Herds*. These booklets were published in September and December 1979 in editions of 17,620 and 51,235 respectively. The authors were the poets José Zilmar Soares de Souza and João Batista de Sena.

Reasons for the choice of string literature were:

- that the educational philosophy inspiring the lines of action and the basic directives of MOBRAL at the said period were those of education for adolescents and adults, as a form of lifelong education;

- that the starting point for this process was functional literacy. It was, therefore, up to the remaining areas of activity of the Foundation, namely, health, culture and vocational training, to promote as an alternative the educational process already initiated in the above-mentioned line of a Lifelong Education for Adolescents and Adults;

- the Vocational Training Management was thus engaged at the time in adapting its programmes and projects to the particular characteristics of the MOBRAL clientele as revealed by recent attendance at the functional literacy classes (priority clientele for programmes and projects in the vocational training sector);

- this effort was embodied, whenever possible, in the preparation of specific programme contents and in the use of suitable didactic resources, emphasizing amongst other aspects an idiom accessible to a recently literate target population.

The booklets are intented primarily for students and

others in the courses for semi-skilled professional training in food plants, other types of public directly connected with such activities, and the public that uses the string literature in day to day activities and to whom this is an accessible medium.

The area of distribution of the booklets is the north and northeast, and they are supplied free of charge.

The booklets were produced by MOBRAL's Social Communication Management, which was responsible for visual programming, cover and layout, and final art, with an attempt being made to adopt the forms customarily used by the string literature producers.

MOBRAL's Support Management was responsible for printing the booklets, which were produced with the Foundation's own printing presses. Selection of the poets was left to the north and northeast region co-ordinators, who were already in contact with string bookwriters.

A GEPRO expert prepared the technical content and was responsible both for the technological information conveyed in the booklets and for checking the text after it had been written.

The booklets are distributed by personal contact. They go from the Central MOBRAL headquarters to the COEST/COTER, and from there they are sent through the Overall Supervision Subsystem (SUSUG) to the municipalities where the courses are being held.

The booklets are distributed in various ways. They may be handed out at street markets or at the Job Counters organized by the Foundation, or in classrooms. However, the vocational training agencies in the various states are given leeway in the distribution of the booklets.

In addition to the areas of activity detailed above, the vocational training area is developing, along this nonformal line of action, other programmes and projects which are described below.

Vocational Training Fairs Project

The Vocational Training Fair presents a form of vocational guidance that provides the community with a broad and realistic panorama of the job market. The main purpose is to perform practical and demonstrative activities connected with existing occu-

pations so that the participating public may get acquainted with new aspects of the world of labour.

The initiative for organizing a Vocational Training Fair may come from the MOBRAL Municipal Committee itself or from local companies. A duration of two days to one week is suggested. The fair focuses on vocational training opportunities and the job market. Thus courses available in the locality are made known, with prospective candidates entering their names, and local job vacancies are announced, with the candidates' names being forwarded.

Other activities suggested are:

- the presentation of films, audio-visuals and messages recorded on tapes;

- the exhibition of posters, pictures, displays and informative panels covering training and job opportunities; and

- the distribution of leaflets on vocations suitable to local realities together with brief talks.

The Community Fairs within the Community Education for Work

The PETRA Community Fair presents an opportunity for participants to supply not only goods and merchandise, but also services, these representing a substantial portion of the activities generated in the PETRA courses. What is therefore intended is to provide support for the activities of those workers usually thought of as self-employed, whose efforts can be availed of in both the performance of the traditional odd jobs and in exchange for other services and merchandise, in addition to encouraging their participation in mutual-aid community projects and other activities.

3.6 Sports, Games and Physical Culture

a. Cultural Programme

The Cultural Programme always stimulated the adoption of games fostering participation and salutary competition. This play-oriented feature of culture was being developed by the various areas of cultural action in the form of contests, and

festivals. Spontaneous activities (gymkhanas, games and play activities in general) had been emerging in the field of the operational units.

From 1976 to 1981, the Cultural Programme continuously provided the community Cultural Posts and the Mobraltecas with games, and encountered great receptivity, including integration with other MOBRAL activities. Thus, games were devised in a tie-in with the Pedagogic Management for the purposes of firmly establishing learned skills and were distributed to the functional literacy classes.

In practically all of the Brazilian municipalities, drive was put into activities that often acquired the features of a nationwide promotional campaign. These activities included hiking, cycling, leisure streets, soccer, contests, visits to holiday resorts, etc. Some of these events were, however, organized on a basis of integration with entities acting as sponsors, promoters, etc.

Particular emphasis was placed on games with regional characteristics, which represented local cultural traits and were essential for total community involvement.

b. Technology of Scarcity

The activities of the Technology of Scarcity Programme in the physical education area occurred through the preparation of specific materials, the contents of which could be used to build physical facilities for practising sports, games and physical exercises and for the construction and assembly of the equipment required for the activities in question.

Such contents were made known mainly through the MOBRAL programmes that were responsible for these pursuits, and also through the Pre-school Programme, since activities of this type are basic to the psycho-motor development of children. Publicity was also achieved through media such as radio, newspapers and magazines. The content of sports, games and cultural events, as prepared by the Technology of Scarcity Management (GETEC), had an area of contact with the other systems of teaching and other entities, thus facilitating participation of physical education in the process of lifelong education.

The financial resources used by the management to develop

these activities were limited to what was spent in the production of didactic materials for support, inasmuch as the physical arrangements and equipment were put together by members of the communities themselves, using local materials - in their natural state or recycled - such as timber and used tyres.

The evaluation of the use of support materials from the point of view of specific content for children was carried on by the working group responsible for the MOBRAL Pre-School Programme.

Evaluation of the use of other components was done by the MOBRAL Cultural Center, which embodied a sports subprogramme (Games Activities), as well as by the Technology of Scarcity Management.

4. SUMMARY AND CONCLUSIONS

The Changing Role of MOBRAL

1980/81 was a turning point for MOBRAL. Up until then, its priorities had been functional literacy and the lifelong education of adolescents and adults. It has now become necessary to establish new strategies so as to comply with the new policies of the Ministry of Education and Culture (MEC), which centre on basic education and culture. While MOBRAL has not abandoned adult education, which now takes the form of a reinforcement of basic education, MOBRAL is now ready to help meet the educational needs of the remaining age groups. Being a community agency geared to the priorities of the MEC, MOBRAL will in the years to come centre on pre-school and supplementary education. Its field of activity within the Brazilian educational framework will thus be clearly defined.

It should be noted that some of the programmes described above have ceased to exist as autonomous entities. This is the case with the Community Health Programme (PES), the Cultural Programme, the Diversified Community Action Programme (PRODAC) and the Technology for Scarcity. The methodological approach used and experiences are infused in other on-going programmes and activities, some of which are performed by new structures. MOBRAL has undergone an overall restructuring in order to distribute certain tasks and functions of the discontinued programmes among existing departments and divisions. As a result, it is stressed that MOBRAL's activities will have to be carried out with a view to their constant adaptation to reality and with concern for growing community participation in designing and implementing them.

The community education carried out by MOBRAL is characterized by its dynamic relationship with the community and all

its problems and potential. This potential can best be realised in an educational practice in which MOBRAL and the community are involved together in participative learning. This view-point stems from the conviction that the community develops creative survival modes, which should be embodied in educational action and transformed into the potential for achieving objectives. Co-operation between MOBRAL and the community should be built up through negotiations based on the given roles of MOBRAL, other agencies and the community.

Thus, the proposed task of Community Education, guided as it is by a predominantly nonformal spirit rooted in the community, has a functional characteristic allowing for educational action that is efficient and continuous and whose permanence is for these very reasons duly safeguarded.

Additionally, this education is effective, both because it opens the way for the involvement of the populations, as publics to be reached, and because it brings community-based energies to the educational task. Thus, local groups and leaders can join in and contribute effectively by guiding and administering educational activities, their work resulting in the creation of areas of popular participation. Such participation takes place inasmuch as those leaders and groups identify their problems, voice their needs and search for better solutions, all of which add up to more effective action by those members of the community to overcome their poverty.

Now that MOBRAL's operational strategies have been outlined, it is important to mention that, based upon its community oriented methodology, the agency will develop its work in support of Basic Education by means of the complementary and supplementary action already discussed in the main text. Thus MOBRAL's complementary performance will render support to projects already being carried out by learning systems or by other organs. Its performance will be supplementary in cases firstly where it implements action, gradually transferring this implementation to institutions and to the communities; secondly where it develops formal or nonformal proposals; thirdly where it ensures community participation; and fourthly, where it attempts to maximise the quality of the programme.

MOBRAL's educational campaigns, because they come from a community education agency whose performance is supportive and decentralized, take on local shapes; that is, such campaigns are diversified, variable and fit into a progressive transfer

framework, which means that they will eventually pass to the entities of the educational system or to the community itself.

Some programmes being developed today will eventually have their contents absorbed by the Foundation's two new major orientations. Other programmes will have to be phased out and, where they continue to exist, they will have to take the form of campaigns delegated to other areas or organs of the MEC, this execution being thereafter negotiated in such a way as not to jeopardize either MOBRAL's action or its focus on its current tasks, namely, pre-school and supplementary education.

The Secretariat of Primary and Secondary Education has given MOBRAL the task of organizing pre-school programmes in co-ordination with the state and municipal authorities. These programmes are directed at those aged between four and six, and are geared to the urban and rural poor. While this task will now represent MOBRAL's priority, the agency will continue to operate in the areas of adult literacy and lifelong education.

MOBRAL and the Pre-School Programme

MOBRAL will operate in the area of pre-school education, developing complementary and supplementary actions. For both of these, MOBRAL will have to be perfectly integrated with the Secretariats of Education, since, ultimately, it will be up to the systems of learning to be prepared to receive children once they reach the age when school becomes compulsory. In concrete terms, MOBRAL proposes to:

- centre its action on the four- to six-year-olds;
- back up campaigns developed by the Secretariats of Education and other agencies;
- set up supplementary campaigns in the deprived suburbs, spreading later to the municipalities of rural zones;
- expand and improve the Early Childhood Development Units set up in 1981.

This strategy is being put into effect by:

- centring efforts in the above-mentioned areas where needs are more striking;

- centring efforts on those municipalities which operate as reflecting poles in the task entrusted to MOBRAL. Such municipalities could operate as real centres of radiation, ensuring better opportunities of follow-up and evaluation.

MOBRAL and Supplementary Education

The programmes presently in operation, such as the Functional Literacy, Self-Teaching and Vocational programmes, will be evaluated anew in accordance with the orientation of basic education so as to comply with the SEPS/SES (Secretariat of Undergraduate Level Education) policies.

The Functional Literacy Programme, as it ceases to represent MOBRAL's main activity, will become supportive in its role, centring its efforts on raising its productivity.

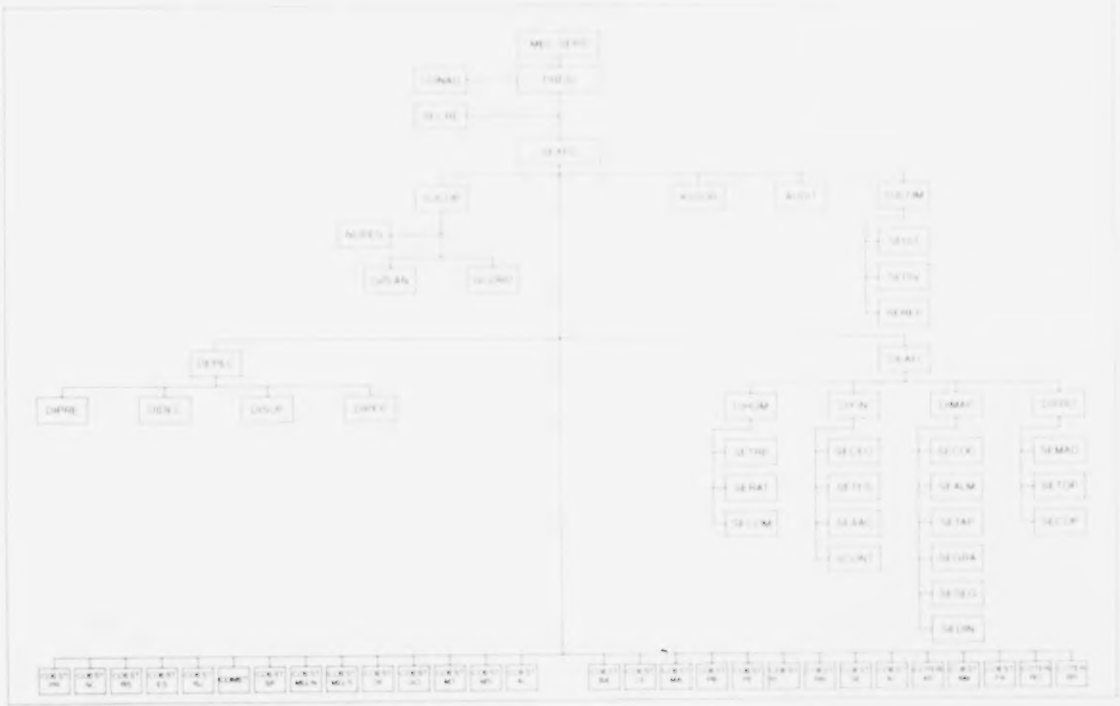
The Self-Teaching Programme will be utilized as complementary to qualify first grade lay teachers and should be offered with that in mind to the systems of learning.

The Vocational Programme will be fitted into the qualification function of Supplementary Education.

The remaining MOBRAL programmes will have their contents incorporated into the programmes mentioned above or will be delegated.

Evidently, MOBRAL in its supportive role to Basic Education will have the opportunity to co-operate, if called upon by the systems of learning, in the form of complementary actions aimed at the fulfilment of the obligation of compulsory schooling.

Annex 1: MOBRAL Organizational Chart



MEC	— Ministry of Education & Culture
SEPS	— Secretariat of 1st and 2nd degree Education
PRESI	— Office of the President
CONAD	— Board of Administration
SECRE	— Resource Procurement Sector
SEXEC	— Executive Secretariat
SUCOP	— Superintendency of Coordination & Planning
NUPES	— Fact-Finding Survey Nucleus
GPLAN	— Planning & Control Group
GCORD	— Coordination Group
ASSUR	— Juridical Advisory Office
AUDIT	— Internal Auditing Sector
SUCOM	— Superintendency of Communications
SEDIT	— Editorial Sector
SEDIV	— Sector for Means of Dissemination
SEREP	— Public Relations Sector
DEPEC	— Education Programs and Cultural Development Department
DIPRE	— Pre-School Education Division
DIDEC	— Cultural Development Division
DISUP	— Supplementary Education Division
DIPEP	— Supplementary Projects Division
DEAFI	— Financial Administration Department
DIHUM	— Human Resources Division
DIFIN	— Financial Division
DIMAP	— Material and Administrative Support Division
DIPRO	— Data Processing Division
SETRE	— Personnel Procurement, Training & follow up Sector
SECOM	— Compensation Sector
SERAT	— Labor Relations Sector
SECEO	— Budget Sector
SETES	— Treasury Sector
SEAAC	— Analysis and follow-up Sector
SCONT	— Accounting Sector
SECOC	— Purchasing Sector
SEALM	— Warehousing and Shipping Sector
SETAP	— Asset Administration Sector
SEGRA	— Printing Sector
SESEG	— General Services Sector
SEDIM	— Documentation & Administrative Information Sector
SEMAD	— Administrative Methods Sector
SETOP	— Operations Sector
SECOPQ	— Program Control Sector

STATE COORDINATION

COEST-PR	— Parana
COEST-SC	— Santa Catarina
COEST-RS	— Rio Grande do Sul
COEST-ES	— Espirito Santo
COEST-RJ	— Rio de Janeiro
COMET	— Metropolitan Coordination of Rio de Janeiro
COEST-SP	— São Paulo
COEST-MG/N	— Minas Gerais North
COEST-MG/S	— Minas Gerais South
COEST-DF	— Brasilia
COEST-GO	— Goias
COEST-MT	— Mato Grosso North
COEST-MS	— Mato Grosso South
COEST-AL	— Alagoas
COEST-BA	— Bahia
COEST-CE	— Ceara
COEST-MA	— Maranhão
COEST-PB	— Paraiba
COEST-PE	— Pernambuco
COEST-PI	— Piaui
COEST-RN	— Rio Grande do Norte
COEST-SE	— Sergipe
COEST-AC	— Acre
COEST-RO	— Rondônia

TERRITORIAL COORDINATION

COTER-RR	— Roraima
COTER-AP	— Amapa

Annex 2: National System of Vocational Training

ENTITY	ESTABLISHMENT	OBJECTIVES/FUNCTIONS	MAKEUP
(1) National Service of Professional Rural Training-SENAR	Decree No. 77354 dated 3/31/76	The direct or joint organization and management of rural profession training programmes. The elaboration and dissemination of teaching resources appropriate for rural vocational training. Assistance to agricultural businesses in the elaboration and execution of professional training programmes geared to their employees.	Ruling Board. General Board. Boards of Planning and Evaluation, Teaching Resources, Regional Co-ordination of Programmes. State Offices. Agencies.
(2) National Service for Training in Commerce-SENAC	Decree No.'s 8621 and 8622 dated 1/10/46 (establishment) Decree No. 74000 dated 5/1/74 (ties with the Ministry of Labour)	The carrying out of commercial training for enterprises in the economic category, under its jurisdiction. Guidance to business concerns in the execution of the systematic trainings. The organization and maintenance of practical or qualifying courses for adult trades people.	National Board. Regional Boards. National Department. Regional Departments.

ENTITY	ESTABLISHMENT	OBJECTIVES/FUNCTIONS	MAKEUP
(3) National Service for Training in Industry-SENAI	Decree No. 4048 dated 1/22/42 (establishes the National Training Service for Workers in Industry)	The provision of training in industry in schools or centres set up and maintained by the Institution.	National Board. Regional Boards. National Department. Regional Departments.
	Decree No. 4936 dated 11/7/42 (transforms it into the National Service for Training in Industry	Guidance in the execution of the systematic training.	
	Decree No. 74000 dated 5/1/74 (ties with the Ministry of Labour	The organization and maintenance of practical or qualifying courses for industry workers.	
National Specialization* Centre for Professional Training-CENAFOR	Legal Decree No. 616 dated 6/9/69 (tied to the Ministry of Education and Culture)	The training/advanced preparation of teachers, expert and specialists in professional training. Make technical assistance available for the improvement and expansion of existing personnel training agencies. The development of new methodologies and educational technologies.	
National Co-ordination* for the Teaching of Agriculture and Cattle Breeding-COAGRI	Tied to the Ministry of Education and Culture	The training of experts.	

*Not participating in direct labour (operational labour).

Annex 3: Means of Communication Utilized by MOBRAL in its Literacy, Post-Literacy, Education for Work and Other Programmes

AREAS	PRINTED MATERIAL	OTHER MEANS RADIO/TV/VT	PRINTS/OTHER MEANS POPULAR/TRADITIONAL
I. Literacy	a. The Literacy Teacher's Manual b. (The student's) Reader c. (The student's) Manual with Linguistics Exercises d. (The student's) Handbook of Arithmetic Exercises e. Generative Posters f. Cards g. Handbook of Instructions for the Literacy Teacher h. Supplementary Reading Material for the Literacy Student i. The Monitor's Handbook for Literacy via Radio j. Manual of Instructions for Literacy via Television k. Battery of Tests for Literacy via Television l. Manual of Instructions for Applying the Battery of Tests	- Radio programmes recorded on tapes - Television programmes recorded on VT	
2. Post-literacy	a. The Teacher's Handbook b. (The student's) Book of Generative Texts c. (The student's) Arithmetic Book d. (The student's) Book on Education for Work e. Generative and Support Posters f. Handbook on Social Integration, and Physical and Biological Sciences (The student's ...)		

AREAS	PRINTED MATERIAL	OTHER MEANS RADIO/TV, VT	PRINTS/OTHER MEANS POPULAR/TRADITIONAL
	g. (The teacher's) mimeographed notes on the objectives of the Integrated Education Programme		
2.2 Self-Teaching Programme	h. The Monitor's Handbook i. The Student's Manual of Instructions j. Supplementary Reading Book k. Handbooks with Activities related to the following themes: Community, Brazil, Communication, Arithmetic, Culture, Agriculture and Cattle Breeding, Work, Transportation, Industry and Commerce, The Human Body, Nutrition, and others.		
3. Education for Work	l. Programmatic Contents for Monitors (Agriculture, Cattle Breeding, Civil Construction, Electricists, Solderers, Painters, Commerce and Services) m. The Monitor's Manual on PETRA n. Dissemination Poster on PETRA o. Informative Leaflets (Job Counters)	Television - Training for Domestic Servants (Introductory Lesson)	"String Literature" (Cordéis)* on Agriculture and Cattle Breeding
4. Other Materials			
4.1 Health	a. Books on the following themes: Maternal Breastfeeding, The Transmission of Life, Hygiene, Diseases, Nutrition, Pot Herbs	AV a. Construction of a Cesspool b. Transmission of Life I and II c. Treating the Water d. Planting Vegetable Gardens	

*Cordéis - Popular poetry from the Northeast of Brazil, modestly printed on cheap paper and hung for sale on strings (cordel) in market places.

AREAS	PRINTED MATERIAL	OTHER MEANS RADIO/TV/VT	PRINTS/OTHER MEANS POPULAR/TRADITIONAL
	b. The Monitor's Handbook on Health c. Informative Leaflets (Chagas' Disease, Schistosomiasis, Verminoses, The Construction of Privies and Cesspools, The Importance of water, The Digging of Wells, Bites of Poisonous Animals, Fractures, Burns, Hog and Rabbit Breeding, The Planting of Pot Herbs, Family Planning d. Posters	- Radio Various Programmes - Sciences HeaTth, The Right of Every Person	
4.2 Technology of Scarcity	a. Manual of Instructions for the Agent b. Books for Clients on the Following Themes: Techniques for Building Classrooms, Utilization of Solar Energy, Recycling Domestic Refuse, Conservation of Foods and Treatment of water, Medicinal Plants, Domestic Products and Implements, Simple Machines, Nutrition and Agriculture (Techniques and Tools)		
4.3 Cultural	a. Books for MOBRAL Clients: Anthologies, Posters, Musical Scores, Plays, MOBRAL Poets, Medicinal Herbs, MOBRAL Prose writes, Novels, etc Instructive Materials - How to put a Newspaper Together - How to put a Radio Programme Together - Cultural Map, and others	- Radio Programmes Recorded on Tapes (MOBRAL Sunday, and others)	- Utilizing the system of loud speakers

Annex 4: MOBRAL Programmes and Their Evolution: 1982–1984

PROGRAMME/PROJECT	GROUPS / AGENTS			PARTICIPANTS		
	1982*	1983*	1984**	1982*	1983*	1984**
Pre-School	16,015	22,296	25,909	400,375	607,692	671,346
Functional Literacy	65,082	37,993	61,667	1,142,614	701,571	967,021
9 - 14 years	-	-	-	-	-	-
Integrated Education	18,469	15,396	24,344	541,366	470,220	641,894
Self-Teaching Programme (PAD)	1,653	-	-	234,212	17,336	91,792
Education for Work Programme (PETRA)	36,781	24,109	31,161	503,263	364,796	402,247
Jointly with Entities	-	532	-	-	4,362	71,621
Formal Training	1,662	-	-	33,093	-	-

*Under Agreements **Targets

PETRA Agents			
REGIONS	1982 %	1983 %	1984 %
North	3.3	3.2	2.5
Northeast	31.1	32.5	34.8
Southeast	41.7	30.1	28.4
South	19.9	29.2	24.9
Middle West	4.0	4.0	4.4
BRAZIL	100.0	100.0	100.0
N	36,781	24,109	31,906

PETRA Participants			
REGIONS	1982 %	1983 %	1984 %
North	1.6	1.9	2.3
Northeast	30.2	31.3	35.2
Southeast	39.7	28.9	31.4
South	21.0	31.0	26.5
Middle West	5.0	4.0	4.6
BRAZIL	100.0	100.0	100.0
N	503,263	364,796	398,902

Chapter 2

LITERACY, POST-LITERACY AND CONTINUING EDUCATION PROGRAMMES IN THE PERSPECTIVE OF LIFELONG EDUCATION IN COLOMBIA

by

Lino Hurtado Bolívar

1. BACKGROUND AND CONTEXT

1.1 General Aspects

Colombia is a republic ruled by norms established in the National Constitution and the laws. It is located in the northwestern part of South America. Administratively it is divided into twenty-three *Departamentos*, four *Intendencias* and five *Comisarías*.

On 7 August, 1819 Simón Bolívar gained freedom and independence from Spain for the country.

Political Aspects

The National Constitution establishes the branches of public power: legislative, executive and judicial, whose functions are separate but in harmonious collaboration in order to accomplish the aims of the state.

Area and Borders

The area of Colombia is 1,141,788 sq. km. Its borders are formed by the Caribbean Sea to the north (1,600 km), Perú (162 km) and Ecuador (586 km) to the south, Venezuela (2,219 km) and Brazil to the east and the Pacific Ocean (2,300 km) and Panama (266 km) to the west.

Geographical Aspects

The Andes Cordillera crosses the country; it is divided into three branches: Cordillera Central, Cordillera Oriental and Cordillera Occidental. The climate varies according to the altitude above sea level. The different climates are: hot (0 to

100 m), temperate (1,000 to 2,000 m), cold (2,000 to 3,500 m), cold, moist, normally very windy páramos - 3,500 to 4,500 m) and perpetual snow (more than 4,500 m). Eighty-seven per cent of the country has a hot climate. The average temperature is 24° C.

Population

The Colombian population is approximately 28 million, with an annual growth rate of 2%. The average number of children per woman is 3.6. Mortality has decreased by 37%. The population between 15 and 64 years old is more than 50%. While 65% of the Colombian population lives in urban areas, 35% inhabits rural areas. This situation is due to the exodus of the rural people to the cities in search of better conditions of life provided by the development of the cities, which have generated problems of unemployment (almost 10% in the whole country). Bogotá, the capital, has 6 million inhabitants. It is the most populated city in the country.

Language

Spanish is the official national language. Some groups of indigenous population speak other native languages.

Ethnic Composition

Mestizos are predominant (48%); 24% of the people are mulatos; some black people inhabit the regions of the coasts (6%) and 2% belong to indigenous communities. The other 20% are white.

Religion

Christianity (Roman Catholic) is the principal religion, practised by more than 65% of the people, but there is freedom of worship.

Economy

The country is primarily agrarian. The economy is based on coffee, which is exported in great amounts. Other smaller scale exports include meat, sugar, flowers, coal and bananas.

The national currency is the Colombian peso, with an exchange rate of 94,5 for one US dollar (March 27, 1984) which compared with the previous year's rate on the same date shows a

devaluation of 26%. The national budget is 435,220,170,000 pesos, of which 86,818,845,000 pesos are devoted to the educational sector.

1.2 The Educational System

The educational system comprises:

Formal Education with the following levels:

- Pre-school education
- Basic Education (primary 5 grades, secondary 4 grades)
- Medium Vocational Education (2 grades)
- Intermediate Professional Education (2 years)
- Higher Education (usually 5 years).

Special Education, which is not restricted to periods of regular sequence; it does not give certificates or titles and is provided as a complementary to formal education for children and adults.

Adult Education, which offers formal and nonformal programmes.

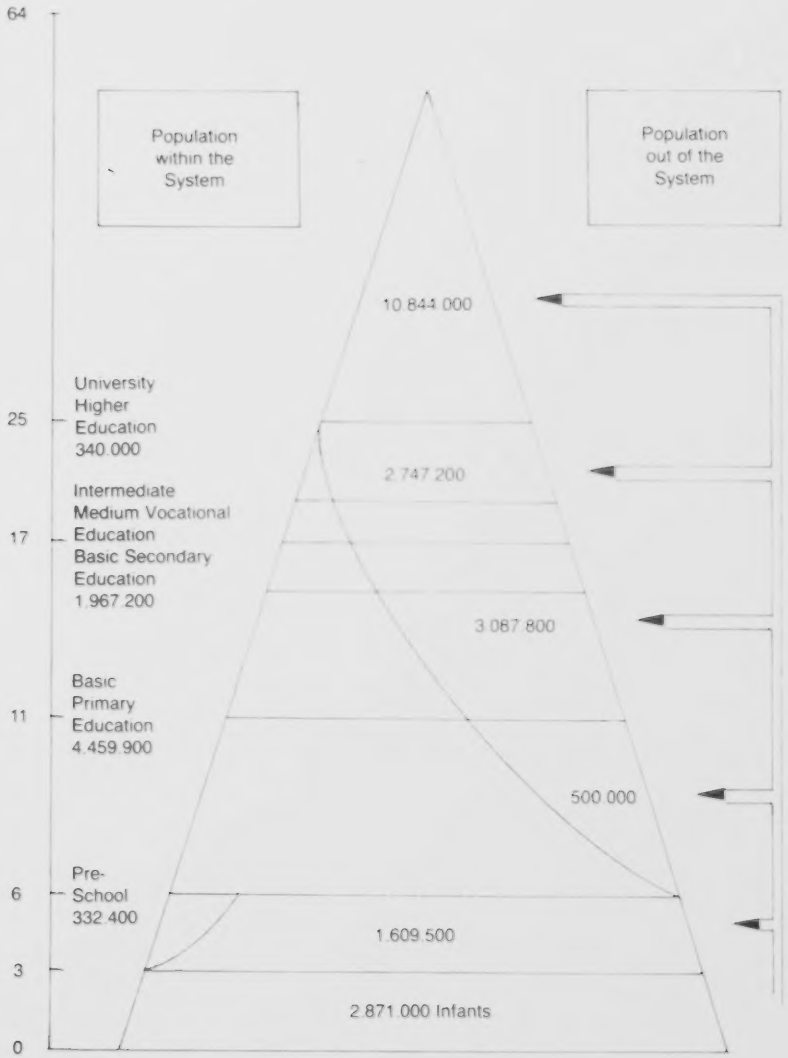
Figure 1 on page 86 presents the distribution of the population served by the educational system.

1.3 Development and Situation of Adult Education

Since the organization of Night Educational Centres for Adults in 1903, there has been adult education in the country. In 1904 new study programmes for the night school for males were introduced.

In 1936 the Volunteer Social Service, made up of women who had finished four years of primary education and were not working as teachers, was created for teaching reading and writing to the population between 7 and 20 years who could not attend school.

Figure 1: Population Within the Educational System in Columbia



In 1947 norms were established for the Literacy School for children of workers; industrial, agrarian, cattle raising, mining, oil and all other enterprises were obliged to give financial support to those schools.

Two events linked to literacy occurred during the fifties: the first was the creation of secondary education night centres for people over 16 years of age. The second one had as its aim occupational training; it was the establishment of the National Learning Service SENA, whose novel orientation was intended to train qualified manpower. By the end of this decade the government faced the problem of literacy by organizing a literacy campaign in 1958. This same year the Section for Literacy and Basic Education for adults was created with the purpose of orienting the campaign and accomplishing the objectives established.

In 1959 the Department of Community Action, created by the Ministry of Education, was linked to adult education.

During the early sixties literacy programmes were strengthened with the appointment of teachers in some departments, the formation of teams of literacy workers in the Ministry of Education to support the literacy programmes, and the establishment of the Literacy and Community Action Social Service.

In 1966 legislative measures for adult education were introduced for the population over 14 years at the levels of literacy, basic general education, medium general education, higher and university education. Some attention was given to the accomplishment of legal requirements at the primary level.

In 1967 the National Institute of Radio and Television, INRAVISION, created the Popular Training Fund (*Fondo de Capacitación Popular*), which specializes in providing accelerated education through mass media for Colombian adults.

In the seventies, since people wanted to enroll in the educational system for their further training, the Ministry of Education established primary schools for adults at five levels and prepared the study plan which still prevails.

In 1980 the Simón Bolívar Literacy Campaign was launched with the main purpose of eradicating illiteracy and also emphasizing basic adult education. The campaign lasted two years.

Among its methodological and didactic achievements were the booklets *Leo y escribo* (*I Read and Write*), *Hago cuentas* (*I Do Maths Operations*), *Salud, nutrición y bienestar* (*Health Nutrition* and *Wellbeing*) and a manual for community organization. The campaign made 300,000 persons literate.

In 1983 the number of illiterates was distributed as follows: 2 million, which represents 40% of the total, were considered absolute illiterates, 2,5 million were functional illiterates who had only attended one or two years of primary school (50% of the total), and 500,000 children between 10 and 14 years were also illiterates, representing 10%. Thus, the total illiterate population was 5 million out of 28 million, the total population of the country; this gives an illiteracy rate of 18%.

Functional Primary Education for Adults intends to facilitate access to the educational process for the new literates by means of plans and programmes that will allow them to complete the five years of formal primary education in only two and a half years in a special school system in which they attend the centre three hours daily, Monday through Friday. The contents of the programme, as well as the materials employed, are different from those for the primary-school children.

Adult Functional Education is a nonformal education programme carried out by mixed-ability teams of educators who work in rural areas with the adult population.

The educational areas covered are conceived as an integrated training process in which the adults, in addition to their training in areas such as home and health, different kinds of workshop activities, or agriculture and animal husbandry activities, receive basic knowledge for their social, cultural, political and economic development. It is the task of the educators integrating a team to reinforce the literacy actions.

The Social Service of Students is a programme in which students of grades 10 and 11 must serve, by legal disposition, 72 hours helping to carry out literacy, community actions, or other types of activities for the benefit of communities (related to health, the environment, traffic, etc.).

In addition, the programme called "Parents" aims to: promote the integration of the educational community through

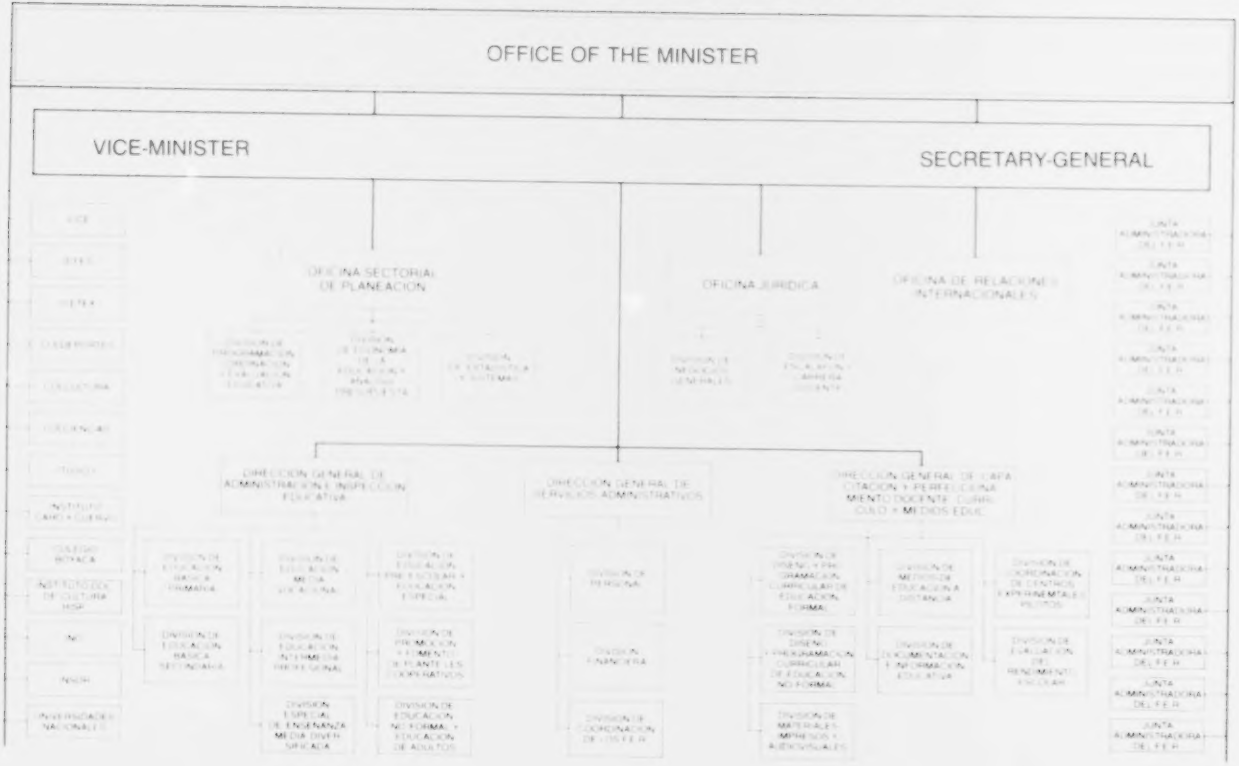
interaction between the family and the school; to co-operate with the teachers' activities; and promote a better education of the children as well as the parents themselves. This programme is carried out by the Pilot Experimental Centres (CEP).

Nonformal and adult education is undertaken by the Ministry of Education through the Department of Curriculum Design and Programming for Nonformal Education, whose actions are related to curriculum development, and the Department of Non-Formal and Adult Education, which is in charge of the administration, inspection and consultancy related to nonformal education plans and programmes as well as the institutions which implement them.

At a regional level, nonformal and adult education programmes are the responsibility of the respective Secretariat of Education which, through the Adult Education Co-ordinating Offices, implement the corresponding actions in this field.

Figure 2 on page 90 presents the position of the two previously mentioned departments in the organizational structure of the Ministry of National Education.

Figure 2: Organization Chart of the Ministry of National Education


OFFICE OF THE MINISTER
VICE-MINISTER
SECRETARY-GENERAL
OFICINA SECTORIAL DE PLANEACION
OFICINA JURIDICA
OFICINA DE RELACIONES INTERNACIONALES
DIRECCION GENERAL DE ADMINISTRACION E INSPECCION EDUCATIVA
DIRECCION GENERAL DE SERVICIOS ADMINISTRATIVOS
DIRECCION GENERAL DE CAPACITACION Y PERFECCIONAMIENTO DOCENTE, CURRICULO Y MEDIOS EDUC.
DIVISION DE EDUCACION BASICA PRIMARIA
DIVISION DE EDUCACION BASICA SECUNDARIA
DIVISION DE EDUCACION MEDIA VOCACIONAL
DIVISION DE EDUCACION INTERMEDIA PROFESIONAL
DIVISION ESPECIAL DE ENSEÑANZA MEDIA DIVERSIFICADA
DIVISION DE EDUCACION PREESCOLAR Y EDUCACION ESPECIAL
DIVISION DE PROMOCION Y FOMENTO DE PLANTELES COOPERATIVOS
DIVISION DE EDUCACION NO FORMAL Y EDUCACION DE ADULTOS
DIVISION DE PERSONAL
DIVISION FINANCIERA
DIVISION DE COORDINACION DE LA I.N.E.F.A.
DIVISION DE PROGRAMACION CURRICULAR DE EDUCACION FORMAL
DIVISION DE PROGRAMACION CURRICULAR DE EDUCACION NO FORMAL
DIVISION DE MATERIALES IMPRESOS Y AUDIOVISUALES
DIVISION DE MEDIOS DE EDUCACION A DISTANCIA
DIVISION DE DOCUMENTACION E INFORMACION EDUCATIVA
DIVISION DE COORDINACION DE CENTROS EXPERIMENTALES PILOTOS
DIVISION DE EVALUACION DEL RENDIMIENTO ESCOLAR
JUNTA ADMINISTRADORA DEL F.E.R.

2. GENERAL OVERVIEW OF POST-LITERACY AND CONTINUING EDUCATION PROGRAMMES

2.1 Government Educational Policy

In its development plan Change with Equity, the present administration intends to achieve social and economic change within a framework of equity. The plan presents three broad objectives: economic reactivation, consolidation of development, and social order.

The responsibility given to the educational sector in this plan is the re-orientation of education by proposing alternative opportunities for human improvement.

Starting with the identification of alternatives to solve the problems affecting the educational system in its present development, the plan proposes programmes which, in the perspective of quantitative and qualitative development, aim for the creation of new and necessary conditions for the renovation of education, as well as in the other actions developed by the Ministry of Education.

The fundamental basis of the social policy of the government is the integration of the different components of society. In this perspective, educational opportunities for those who have been deprived of such opportunities are to be facilitated. Emphasis is given to national identity, the scientific attitude is encouraged, a favourable attitude towards civic behaviour is aimed at, and possibilities for recreation are indicated. Therefore, a type of education integrating formal and nonformal education has been planned. Its maximum expression is found in the National Education Campaign CAMINA.

The objectives of the Educational Policy are:

- to guarantee equality of access to educational options as well as the retention of individuals in the educational system up to the levels which allow their integral development;

- to improve the quality of education through actions geared to enhance teacher training and to provide adequate school facilities and equipment and the tools and techniques for teaching;

- to strengthen the national cultural identity and the assimilation of values contributing to consolidate democracy;

- to encourage the development of scientific and technological research and the application of its achievements for national development;

- to foster cultural activities and the access of Colombians to recreational and sports facilities.

2.2 National Education Campaign CAMINA

This is an educational strategy which will allow the provision of formal and nonformal education to a population whose members are children, adults, old people and disabled who traditionally had been excluded from educational opportunities because of the existing inequities in the educational system.

Purposes

CAMINA is a national educational strategy which aims to promote social change within a democratic conception through joining the efforts of all national agencies as well as the private sectors.

Various aspects of the work of CAMINA are:

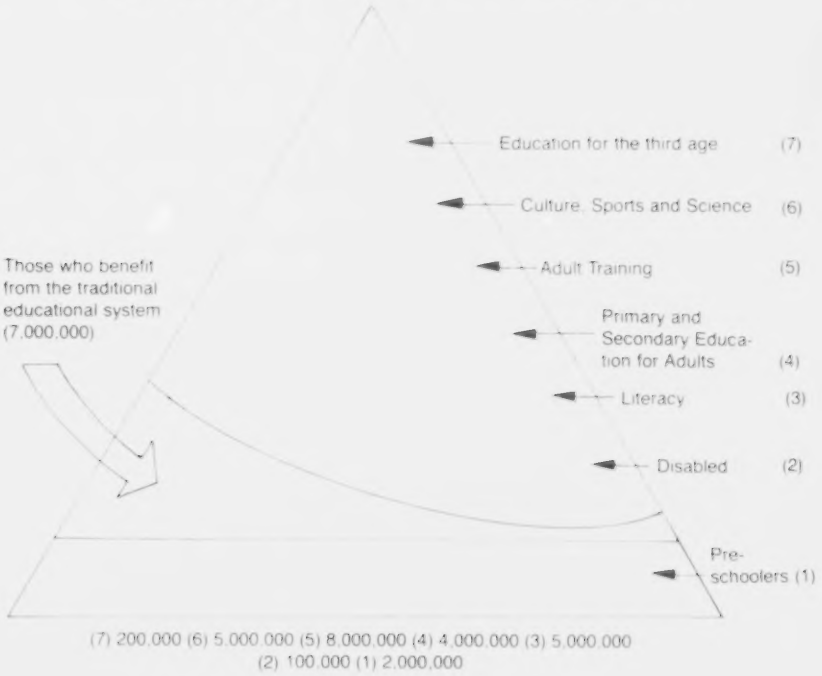
to offer educational opportunities to a larger number of Colombians, to improve the quality of education, to link education with work, to strengthen and increase educational actions which foster community development,

to contribute to the strenghtening of cultural identity and to support out-of-school educational processes and the integration of isolated efforts.

To achieve the above-mentioned aims, various forms of actions have been proposed. These are summarised as follows: self-education (to educate ourselves and help others to educate themselves), community mobilisation and participation, institutional and intersectorial co-ordination, transformation of the mass media in educational media and, finally, channeling public and private resources.

Figure 3 gives a general view of the population groups which will benefit from CAMINA's programmes.

Figure 3: Population Groups Benefited by CAMINA

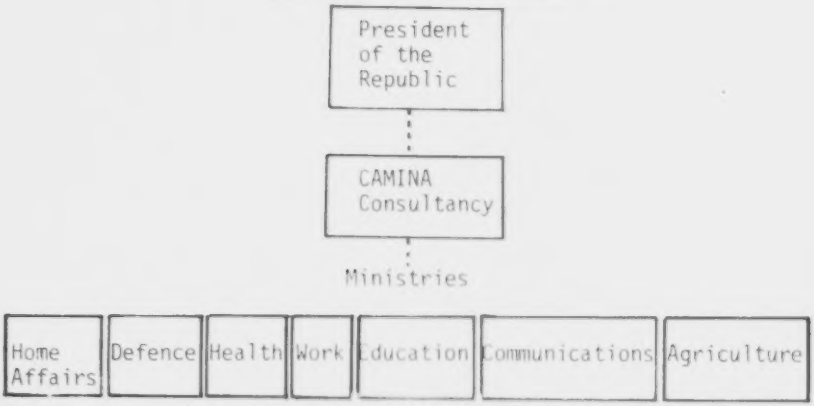

Education for the third age (7)
Culture, Sports and Science (6)
Adult Training (5)
Primary and Secondary Education for Adults (4)
Literacy (3)
Disabled (2)
Pre-schoolers (1)
Those who benefit from the traditional educational system (7,000,000)
(7) 200,000 (6) 5,000,000 (5) 8,000,000 (4) 4,000,000 (3) 5,000,000
(2) 100,000 (1) 2,000,000

Structure and Organization

The following organization chart presents the structure set up for organizing the work in CAMINA's programmes at a national level.

Figure 4

Organization Chart of CAMINA



Executive Agencies of CAMINA Programmes

A review of the agencies (ministries, institutes and other organizations) which have undertaken CAMINA plans and programmes is given below:

(1) Ministry of National Education

The Ministry of National Education carries out 80% of the activities developed as part of the CAMINA campaign in areas comprising some aspects of pre-school education and adult education such as literacy, basic education (primary and secondary), as well as those activities related to higher distance education (through mass media) and to recreation, sports, scientific research and technology, in addition to special and nonformal education for the physically and mentally disabled population.

The above-mentioned activities are being undertaken in coordination with the departments and organizations attached to the Ministry of Education: the Departments of Non-Formal and Adult Education, Non-Formal Curriculum Design, and Programming of Distance Education Media, as well as the Executive Co-ordination of CAMINA (in the Ministry of Education); some of the other organizations are: ICFES, COLDEPORTES, INCI, INSOR, COLCULTURA an COLCIENCIAS.

In regard to the budget for developing these educational actions, the Ministry of National Education has assigned an additional allocation for CAMINA in 1984:

For operations:	2,051,000,000 pesos
For inversions:	317,000,000 pesos
Total:	2,368,000,000 pesos

(2) Ministry of Communications

It is the responsibility of the Ministry of Communications (through the Popular Training Fund (FCP) of the National Institute for Radio and Television INRAVISION) to plan, develop and implement literacy, basic primary and secondary education and other cultural and educational nonformal activities geared to Colombian adults, employing its media infrastructure (for radio and television).

(3) Ministry of Work

The Ministry of Work must carry out activities related to social security, specially with respect to the "third age". Moreover, it has to implement training for work plans and programmes both in the urban and rural areas through the National Learning Service (SENA).

(4) Ministry of Health

In the perspective of the Plan of Integral Attention for the Family, the Ministry of Health, in co-ordination with the Colombian Institute for Family Welfare (ICBF), has the responsibility of developing projects

for infant and pre-school children related to their biological and nutritional growth and early stimulation. It is also in charge of the planning and development of educational alternatives and other forms of assistance in this field for the elders.

(5) Ministry of Agriculture

The work of this Ministry in nonformal education for adults is of vital importance in the field of community development and training. Through the programmes of Rural Integral Development (DRI) and Food and Nutrition (PAN), it is intended to reach the campesinos - agricultural workers who own and farm very small pieces of land - and the urban consumers with low incomes, offering them a packet of basic related services.

Agencies such as the Colombian Institute for Agriculture and Animal Husbandry (ICA), the Colombian Institutes of Agrarian Reform (INCORA), the National Institute for the Development of Renewable Resources (INDERENA) and the Agrarian Fund have the responsibility of planning and implementing training programmes for the campesinos and for providing information concerning technology, conservation of natural resources, prices and markets, technical assistance, etc.

(6) Ministry of Home Affairs

The Department of General Integration and Community Development (DIGIDEC) of the Ministry of Home Affairs has accepted a very significant degree of responsibility in the field of community development.

(7) Ministry of Defence

This superintends the incorporation of all human resources rendering military service in the development of specific activities within the CAMINA programmes.

In addition to the above-mentioned agencies, there are others such as the Secretariat of Integration of the Presidency of the Republic, which through the Programme of Integration

of Services and Community Participation (IPC), carry out community development, education and training programmes.

At regional and local levels, each of the governors, *intendentes*, *comisarios*, the Mayor of Bogotâ, and the municipal mayors co-ordinate the participation of public and private agencies in the development and implementation of CAMINA programmes. The role of the Secretariats of Education in regard to these programmes has to be stressed.

Other important agencies which participate in the implementation of CAMINA with their own experience, plans and programmes are: Popular Cultural Action (ACPO), the Family Benefit Fund (CAFAM), the Family Benefit Fund of Antioquia (COMFAMA), the Centre for Education and Human Development, the Human Welfare Foundation. Finally, the Church provides formal and non-formal education for adults in the National Territories and border areas of the country.

Programmes Implemented by CAMINA

(1) Literacy

The objectives of this programme are to eradicate illiteracy in the whole country and to facilitate neo-literates' further learning in programmes of continuing education in order to secure their integration into the different aspects of life.

For the achievement of this objective, the Ministry of National Education has developed a strategy of action, the National Plan of Participatory Literacy, whose purpose is to reach the illiterate population with a series of educational activities leading to the acquisition of the essential elements of reading and writing and of numeracy skills, and providing basic knowledge also.

The methods for implementing this literacy strategy are community organization and participation. With regard to literacy, these are considered as community activities and as a social commitment in which many Colombians participate with the support of public and private agencies. The number of people who have benefited from this service will reach five million.

A further feature of literacy in this context is the consideration of it as the initial stage of a process of integrated and continuing education. This process will allow each

person to complement the experiences of life with a series of elements facilitating the active and transforming development of his/her reality during the course of life.

At present, work is being done in this area as part of the first grade of primary education for adults, as well as in Literacy Centres with the collaboration of community volunteers, who are provided with material produced at national or regional levels.

(2) Primary Education for Adults

The objective of this programme is to facilitate the acquisition of primary education by the Colombian adult population in such a way that initial action for literacy is continued. Moreover, it is intended that adults acquire in a short time the knowledge and habits which will enable intellectual, social and human development, based on varied curriculum experiences, to occur. CAMINA plans to offer the adults benefiting from this service different types of alternatives ranging from in-school activities to distance education through radio and television, including semi-formal activities, in order that this educational opportunity may reach a larger number of Colombians.

At present, school-type activities are being implemented through programmes carried out by the Ministry of Education. At the same time, the Popular Training Fund (FCP) has been undertaking a well-known project for a long time using radio and television. The private sector and the Church have also contributed in this field with very significant experiences.

Finally, by means of these strategies CAMINA aims to reduce, significantly and systematically, the functional illiteracy which exists at present to enable the adult population to obtain a certificate of basic primary education, qualifying them to continue their secondary education.

(3) Secondary Education for Adults

From its perspective, CAMINA intends to reach adults willing to continue secondary studies by giving opportunities mainly to that sector of the population which for various reasons has not had access to the formal education system.

To achieve this objective, the Popular Training Fund has

been given the responsibility of implementing and reinforcing the programme of secondary education via radio, which at the moment is offering courses up to the 4th grade; there is a commitment to extend the provision in the near future to grades 5 and 6.

In addition to the above-mentioned programmes, there are special ones preparing candidates for the certificate of secondary education (*bachiller*), the exams for which the Colombian Institute for Fostering Higher Education (ICFES) regularly offers. In this field the private sector has also undertaken the task of providing the required preparation. The use of radio and television constitutes for our country a way of involving broad sectors of the population who do not have access to other educational opportunities, in order to bring them back to the formal education system.

(4) Higher Education

In the field of higher education, the government proposes to extend opportunities for access to the chance of remaining within the system and of receiving productive training in higher education and through the strategy of distance education.

It is the responsibility of the Ministry of Education to contribute directly to the extension of the opportunities of higher education by creating the Open and Distance University, the diverse programmes of which should satisfy employment needs.

Among the programmes of the University are the following: Food Technology (meats, dairy foods and vegetables), Administration (small business and micro-enterprises, management of public and community services), Technology of Social Promotion and Development (health, nutrition, child development, security, housing, hygiene), Energy Technology (coal, oil, bio-energetics). In a word, the new programmes are intended to satisfy the demand for those talents and skills foreseen with the consolidation of the economy and the organization of social change.

Following the development plan, the University of Southern Bogotá (UNISUR) emerges as the axis from which the Open and Distance University will develop. Its extension country-wide will be effected by means of Regional Centres for Distance Education (CREAD), strategically distributed in intermediate-sized cities, which will provide 200,000 places in post-secondary education between 1983 and 1986.

The participation of various private universities should be mentioned: co-ordinated by ICFES, they too support and promote distance educational programmes.

(5) Technological Training

The objective of this programme is the linking of educational processes with the dynamics of work, in other words, education for work. The principal role in this programme is played by the National Learning Centre SENA as an agency responsible for implementing the social policy of the government in training the country's human resources both through school-type activities and the National Open Distance Training Service SENAFAD.

As a global strategy for the achievement of this objective, various educational alternatives, kinds of equipment and facilities will be employed, such as laboratories, workshops, part-time education, technological training, etc.

(6) Community Development Programmes

The intangible component of a nation's wealth is the capacity of its citizens to co-operate in undertaking tasks for collective improvement with a spirit of personal initiative and freedom, the essence of which is the voluntary union and participation of communities in their own development. These are seen as the essential prerequisites and means for accomplishing the organization of social change.

With the aim of improving the standards of life of the rural population, a strategy of determined encouragement to community participation in the various phases of programme development, and at the different levels of decision-making, has been proposed. It is intended to mobilise the supporting agencies of the sector for motivation, training, and education - in general, for the enhancement of the productive capacity of impoverished small farmers.

Within the strategy of intersectorial participation and within the overall aim of community education, certain executive agencies co-ordinated by CAMINA, such as the Ministries of Health and of Education, the ICA, CENTA, SENA, and the programme DRI-PAN have the responsibility of developing the component related to improving the life conditions of the family - their health, education and training. The same agencies have also

undertaken the educational process, and fostering the active participation of students in house improvement measures such as providing proper sanitation and linking houses with the main drinking-water supply.

(7) Health Education Programme

The aim of this programme is to achieve desirable levels of health among the Colombian population. This purpose is to be accomplished by complementing the formal education system with actions from the public and private sectors.

The point of departure of these actions is the family, as the nucleus for the social development of the country.

The plans consider the implementation of educational actions in this area through mass media, which will allow the broadcasting of programmes on food and nutrition, child development, vaccination, oral rehydration, etc., geared to the family and to health promoters.

It is also foreseen to develop activities for the early stimulation of children (0-6 years old), addressed to the parents. In a similar way programmes for adolescents, the elders and the disabled are to be developed.

The implementation of the programmes of health education is the responsibility of the Ministry of Public Health in co-operation with public agencies such as the Ministry of National Education, the Colombian Institute for Family Welfare, and private agencies such as the Funds for Family Compensation.

(8) Culture and Recreation Programmes

The principal objective of the government's cultural policy is to define and strengthen our cultural identity by re-establishing, protecting and disseminating the characteristic values of our historic personality.

In the cultural field, CAMINA, in co-ordination with the Ministry of National Education, will provide basic libraries to a number of municipalities, taking into account equity criteria, the size of the population and the geographical location.

In regard to recreation, CAMINA and the Ministry of Education through COLDEPORTES will provide the community cultural

and recreational centres with equipment to which people have free access, and where the various services accomplishing the objectives of the cultural and recreational programmes may be integrated, since sports are considered as having great educational potential.

The intentions of the government in the field of recreation are concretised in the fact that recreational practices and sports are being promoted for the improvement of individual and collective health.

(9) Technological Information Programmes

In order to link scientific practice to the solution of urgent problems, it is necessary to foster the qualitative improvement of education related to educational technologies which are suitable for the economic, social and cultural conditions of the learners. In this way, priority is given to CAMINA's requirements and those of open distance education.

From the point of view of information and technology, CAMINA will develop strategies covering the areas of traffic and road safety as well as ecology, the environment and industrial safety; in a similar manner, the joint efforts of different agencies will offer possibilities of training in the areas of science, culture, sports and folklore.

(10) Human Resources and Information Technology

The intention of this programme is to make the Colombian population familiar with the new media for research and information processing, creating a free service in special public establishments, carrying out seminars and encouraging the educational agencies to work for the advancement of this field.

CAMINA and the Latin American Centre of Human Resources and Information Technology have proposed innovations in the conventional systems of primary and secondary education by providing micro-computers to some primary and secondary schools for the students' use.

(11) Programmes for Frontier Zones and Indigenous Communities

CAMINA, in co-ordination with the Secretariat of Frontier Affairs, intends to implement actions in frontier zones in

order to extend the services provided by the state to those communities which, because of their geographical location at the borders, do not perceive the national perspective, in addition to the efforts for maintaining the feelings of national identity by means of educational actions.

CAMINA will also co-ordinate and promote specific programmes through various agencies which will work for the benefit of the indigenous communities throughout the national territory. Within this perspective, integrated programmes in the fields of health and education, as well as some projects based on the 'ethno-development' approach are being implemented.

3. ANALYSIS OF SELECTED PROGRAMMES ON POST-LITERACY AND THEIR LEARNING TECHNIQUES

The programmes to be discussed in this chapter present some particular features in relation to the strategies, methods and materials they employ. They involve literacy, post-literacy, and vocational or continuing education actions conceived from a perspective which, in regard to the population group to which they are geared, has some advantages that may be observed, evaluated and, in some cases, followed or used as parameters to assess other experiences.

3.1 Programmes of the Popular Training Fund of INRAVISION

The Popular Training Fund (FCP) is an official agency attached to the National Institute for Radio and Television (INRAVISION), which, in turn, depends on the Ministry of Communication. It was created in 1967 to accomplish an educational service through mass media such as radio, television and printed materials.

Objectives

- to increase the number of educational opportunities in order to offer to all the sectors of the Colombian population access to literacy, primary and secondary education and other nonformal programmes for cultural extension;

- to develop their own models of distance education through radio and television;

- to support the individual and group processes of education;

- to help to solve, partly, the shortage of teachers, classrooms, materials and other educational resources;

- to reach those sectors of the population having a higher number of illiterates or persons who could not continue their primary or secondary basic education at school age;

- to promote community participation and the involvement of public and private agencies;

- to present pedagogic strategies and other alternatives which should improve the quality of education and encourage self-education.

Organization

In order to attain the above-mentioned objectives, the FCP organization consists of pedagogical, educational production, administrative, research and evaluation sections - all of which are grouped under a single general direction.

- Director: Appointed by the Directive Council of INRAVISION, the director - as the highest authority - has the responsibility of exercising direct control over the Third Television Channel. He represents the FCP and co-ordinates all its actions with other agencies.

- Pedagogic Section: This designs and produces all the programmes, including the textbooks, scripts for radio and television, booklets and guides covering the areas of literacy, primary and secondary education, and some nonformal programmes in co-ordination with other agencies (e.g. health). In addition, it offers advice for the production of radio and television programmes and gives pedagogic orientation for the presentation of their programmes to the cultural guides who promote, foster and animate them.

- Educational Production Section: This section prepares educational material such as films, slides, photographs, drawings, video and magnetophonic tapes, which are needed for the radio and television programmes. It is responsible for the production and recording of the different programmes.

- Administrative Section: It manages FCP's material and economic resources. The tasks of receiving correspondence and despatching materials are done by the group in charge of the archives. This section also does the enrolment for the different courses in primary and secondary education.

- Research and Evaluation Section: This section is responsible for the statistical processing of data about the programmes and the achievement evaluation of the students. It promotes the programmes at the community level and gives orientations to the cultural guides.

Target Population

The target population is very heterogenous in regard to age, expectations, needs and interests, place of origin, place of living and sex, among other variables.

Each of the programmes has a particular audience according to its interests and needs, which are taken into account for the curriculum approach. In general, the audience of these educational programmes is composed of people who:

- had never attended basic primary or secondary education at the usual school age;

- had interrupted formal studies for several years;

- expect to continue their formal training and to update their knowledge.

The audience is, in general, formed by very young people: 58% are between 14 and 19 years old; 64% of the learners are women.

Programmes

FCP carries out two types of programmes:

- Formal programmes:

  Basic Primary Education for Adults through radio and television, Basic Secondary Education for Adults through radio and literacy through television.

- Nonformal programmes:

  These allow the general television audience to update their knowledge in regard to science, culture, sports and arts. They serve as means for the communities to express their opinions, to show and disseminate their folklore, their achievements, their identity, making possible the participation of the people in socio-cultural development actions. These types of programmes also disseminate other public and private agencies' programmes whose contents suit the proposed objectives.

The Ministry of Education has delegated to FCP the responsibility of curriculum design of basic education for adults. This work has been done in co-ordination with some departments of the ministry itself, the National Pedagogic University, the National Institute of Development of Natural Resources (IDERENA), the Ministry of Health and the Regional Population Centre. For the elaboration of curriculum, the sense of reality of the plans and programmes of Basic Education for Adults has been taken into account in such a way that it responds to the basic needs, interests and problems of the Colombian population.

The following "generating" themes have been selected for the development of the curriculum for Basic Primary Education for Adults:

- *Work* (first-grade literacy)
- *Community* (second grade)
- *Environment* (third grade)
- *Economy* (fourth grade)
- *The State* (fifth grade)

Methodology

Literacy and basic primary education are broadcast through the Third Television Channel. Secondary education (1st to 4th grades) is broadcast through Radio Nacional and also through some private radio stations which have undertaken this as volunteer social work or with those that have been contracted by the regional Secretariats of Education.

Each theme of the programmes is presented during 15 minutes by a "tele-teacher", who demonstrates basic aspects using illustrations or examples taken from the daily life of adults.

After each programme the groups who have watched it go deep into the theme guided by a facilitator who answers individual questions and orientates group work. Printed materials previously prepared and distributed, are available for this type of work.

Strategies

In order to complement the programmes and accomplish the pre-established objectives, the FCP combines various learning strategies:

(1) Printed materials

Materials have been prepared for the adults who constitute the target population with the objective of providing basic material for the learning process. The design includes basic contents for the adults, as well as mechanical exercises and evaluation activities.

The selection and elaboration of the contents is in accordance with the following curriculum approach:

- Selection of generating themes
- Elaboration of problem areas
- Production of monographs about each generating theme
- Preparation of curriculum units
- Preparation of units for each theme in the form of lessons which constitute the printed material for the students. After a tryout period, the necessary corrections are introduced before it is printed in a large scale.

These materials are published at the National Printing Press, according to the budget, or by private printers after the legally required bidding.

The size of the characters varies according to the level of the students for which the material is intended. Thus, for literacy, 1st and 2nd grade script characters are larger than at the other levels.

Technical vocabulary is seldom used; the language employed is usually colloquial and presented in the form of dialogues, emphasizing the need for regional adaptations. Illustrations and images are simple and refer to common daily life activities of adults. Photographs are also combined with the drawings in order to develop observation skills.

In addition to the basic material for the students at each level, a teachers' guide has been prepared for each grade of primary education.

Motivation for and promotion of the programmes are done through radio and television. Materials are distributed in the agriculture provision stores of the Agrarian Fund in each municipality. Prices of the materials for primary education are the following:

Grades	Prices
First	US $ 2.00
Second	US $ 2.50
Third	US $ 3.00
Fourth	US $ 3.50
Fifth	US $ 4.50

Literacy booklets and the registration forms are distributed free of cost by the regional Secretariats of Education.

For secondary education the registration form costs US $ 1.00. The prices of materials for each grade are the following:

Grades	Prices
First	US $ 8.50
Second	US $ 9.00
Third	US $ 9.50
Fourth	US $ 10.50

(2) Radio programmes

These are broadcast by Radio Nacional. Each course lasts five months. At present the schedule for primary education (medium wave) is from 7.00 a.m. to 7.30 a.m. Recommendations are given to the students indicating the need to devote two to three hours each day for reviewing the lesson and practising the exercises. No examinations are required up to the fourth grade. This means that any person who has followed a course can pass to the next. At the end of the fifth grade the student must take an exam which is directly administered by the FCP. Those who pass the exam obtain a primary education certificate.

For secondary education, Radio Nacional broadcasts (medium wave) four courses at the following times:

First grade	19.00 to 20.00 hours
Second grade	20.00 to 21.00 hours
Third grade	5.00 to 6.00 hours
Fourth grade	6.00 to 7.00 hours

At the end of each course students must present themselves for an examination prepared by ICFES. Those who pass the exam receive the corresponding certificate, which enables them to continue in the next course.

Radio is the fundamental element of the system. For each of the courses one hour of broadcast time is available. During this time three or four areas are treated. The lesson constitutes orientation, explanations and suggestions about the contents presented as printed material. There is a written lesson corresponding to each lesson broadcast by radio.

(3) Cultural television

There are in Colombia three television channels operated by INRAVISION. The broadcasting bands of Channels 1 and 2 are rented to private programming agencies. Channel 3 is exclusively devoted to educational, cultural and recreational programmes prepared or selected by the FCP in co-ordination with INRAVISION.

In addition to the time devoted to Basic Primary Education for Adults, Channel 3 broadcasts educational programmes of an open type intended for the general population. From Monday to Friday there is a series of programmes covering various themes of general interest and providing information about advances and achievements in the fields of science, culture, technology, sports, history, geography, etc. both in Colombia and in other countries.

The programmes are intended for the whole population. There are interesting programmes for children and youngsters, as well as for adults. Channel 3 produces some programmes in co-ordination with other agencies and universities.

Channel 3 does not reach the whole country. It only covers Bogotá, 50% of the municipalities in Cundinamarca, 70% of the municipalities in Tolima, and some municipalities in Antioquia and Caldas.

Primary education for adults courses are broadcast on Channel 3 twice a day: in the afternoon from 15.00 to 17.00 hours and at night from 19.00 to 21.00 hours.

Television is essential for the motivation and orientation of the target population; it also enriches and encourages the teaching-learning process. For each theme presented on television there is a corresponding written lesson with exercises, summaries, self-evaluation items, glossary of new terms, etc.

(4) Telecentres

With the popularization of television, many people can receive courses individually in their homes. Nevertheless, 90% of the reception continues to be collective, organized in the Telecentres.

For this type of reception there is a group of persons (guides) who make possible the work in the Telecentres; they complement the lessons, orient the exercises, help to clarify doubts and act as animators for the group. For each subject of each course there is a guide in the Telecentre. The guide is usually a student in the 10th or 11th grade of the

formal education system who, as a requirement before obtaining the secondary school certificate, must have rendered some kind of social service work, which may be literacy work.

The guides receive a basic training previous to their work in the Telecentres, which covers general aspects concerning adult education, the management of Telecentres, promotion and organization of study groups, and specific aspects about the delivery of contents as well as other methodological orientation.

The courses are structured in such a way that as the students progress in the successive grades their dependence on the guide is reduced and they rely more on the television programmes and the printed material.

(5) Correspondence

The students are constantly invited to write directly to the FCP when they have doubts to be clarified. They are also encouraged to make inquiries of a pedagogic nature. They are requested to register the grade, the subject, the number of the lesson and the number of the fascicule or written lesson.

Each inquiry from a student receives a written answer. In many cases these inquiries have contributed to the design of the courses.

Other types of inquiries are related to the organizational aspects, management and promotion of the Telecentres. Replies to these are given by the corresponding section of the FCP.

It is important to mention that most of the written inquiries come from students receiving the secondary education courses, possibly because most of the audiences at this level receive the radio-broadcast programme individually, while in the basic cycle of primary education the reinforcement by the group and the help of the guides complement the lessons and clarify doubts, thus lessening the need for consultation.

(6) Evaluation

The monitoring system, which starts with the registration of students, provides data about the number of persons enrolled in the courses as well as their academic achievements. It receives information: from the Agrarian Fund Offices about the sales of printed material; from private radio broadcasting stations; from requisitions and reports; from correspondence, telephone calls and personal visits to the FCP; and from ICFES about the registration for examinations and the analysis of the students' results in the exams.

3.2 Programmes of the Popular Cultural Action (ACPO)

ACPO is a private, non-profit-making agency which has been offering services, especially to the rural Colombian population, since 1947. As a development agency it provides fundamental, integral education to the Colombian campesino through the mass media, under the premise that underdevelopment is found in the mind of the people. It has been a pioneer in Latin America in the use of radio for educational purposes.

Context

ACPO is based on the belief that the rural population can be incorporated into the main stream of life of the society and particularly, that the campesinos can, with the appropriate education and training, play an active role in their own development and can cease to be "marginal people" and occupy a participatory position in the general society.

Out of the 28 million people in the country, about 40% live in rural areas. Because of the mountainous terrain, communications by land are still difficult in Colombia and a large number of campesinos are physically isolated from urban centres. Hence, the need for a combined utilisation of the mass media.

Objectives

The primary objectives pursued by ACPO include:

- motivation of the campesinos towards integral development;

- human promotion (individuals and groups);

- integration of the Colombian rural inhabitants into the society;

- community organization and development founded in solidarity between the different levels;

- productivity towards a vigorous economy;

- community development allowing integration and participation at the right moment in order to benefit the rural Colombian population.

Organization

ACPO's central management is in Bogotá. It has a stable staff and it is characterized by continuity in the administration. ACPO is organized in three departments: cultural, administrative and financial.

- Cultural: This department is responsible for the educational programmes delivered through the mass media (radio, newspapers), as well as for textbooks, booklets, etc. It also administers the training institutes for campesino leaders, co-ordinates educational activities through the regional centres (in Barranquilla, Cali and Medellín) and the interpersonal work done by the campesino leaders in the different rural communities.

  Education is viewed by ACPO as a tool for campesinos for the improvement of the quality of their life and increasing their ability to participate in the dynamics of the development of the country.

- Administrative: This department is in charge of all the logistic tasks of administration, personnel management, accounting, supplies, transportation, purchases, etc. It manages 600 ACPO employees including those in Bogotá, the regional offices and the institutes, as well as 200 local and regional leaders, volunteers and assistants at the radiophonic schools.

- Financial: This department uses ACPO's media as complementary tools to sell services to other sectors of the national activity and by this means it obtains fi-

nancial resources which are invested in the functioning of the cultural programmes. In this way the radio stations and the weekly newspaper are used to sell advertising space. The Editorial Andes (publishing house) and the educational publications also carry commercial messages. ACPO established its own printing facilities and its own agents network for the distribution of material throughout the country.

Target Population

The population group reached by ACPO through its various programmes is composed of rural men and women over 14 years of age. It also reaches marginal urban people in need of Integral Fundamental Education for their incorporation in the urban life.

Methodology

The system developed by ACPO is based on reaching the scattered population through the mass media, specially radio and printed material. In order to attain a better participation of the campesino communities, as well as better adaptation and adequacy of its educational messages, ACPO complements the media actions with the interpersonal action both of educational agents who work in the communities and of volunteer campesinos who serve as auxiliaries for the learning, as animators, and as links between the learners and the ACPO management. Correspondence is also a complement of these actions.

Strategies

Within this Colombian system of using a combination of mass media and interpersonal action with facilitators and campesino leaders, various learning strategies are employed. These are analysed below:

(1) Radiophonic schools

Educational programmes in different areas, recreational programmes and information and cultural programmes are delivered to the people through the radio station Sutatenza and several local stations which have volunteered to broadcast the programmes.

Radio Sutatenza has seven broadcasting stations located in Bogotá, Cali, Medellín, Barranquilla and

Maganguê, with a daily broadcasting schedule of 19 hours, 5 of which are exclusively devoted to the methodology and the themes of the radiophonic schools.

A radiophonic school is a group of local people who benefit from one or more elements of the ACPO programmes for their training and development. These aim to make each home a school, educate towards solidarity, and assimilate the contents conveyed by the media with the help of a monitor. ACPO has estimated a number of more than 40,000 local groups or radio schools, with more than 150,000 learners. There are no special buildings. A small group of persons (the average is less than 7), frequently family members or neighbours, simply meet daily in one house to listen to the radio together, to read and comment on the booklets, the newspaper, the books, etc. The radio lessons have a duration of 30 minutes to one hour, depending on the type of course. Lessons on basic courses (reading, writing and arithmetic) last half an hour and they are divided into two parts. The lessons for progressive and complementary courses have an hour duration and are divided into five parts, which correspond to the various areas of learning (literacy, arithmetic, health, economy and work, and spiritual values). Their duration and the order in which they are presented may vary.

The work in each area starts with an introduction which usually summarises the themes previously seen and relates this particular area to others. This is followed by an explanation of the theme for the day. Finally a summary and practical exercises are given.

The monitor plays a key role, specially in the basic courses. In lessons dealing with economy and work, emphasis is given to the guidance provided by the facilitator for practical work undertaken as complementary activities of each lesson.

(2) Weekly newspaper

ACPO permanently delivers, through the weekly newspaper [illegible] knowledge and varied information about national and international affairs, technological aspects relevant to the interests of

the readers, opinions and politics, recreational material and material which is useful in schools and for new readers.

(a) *Target population:* Most of the readers of this newspaper are agriculture workers and housewives, besides students and teachers, employees, campesino leaders, extension workers, priests, carpenters, agronomists, veterinarians, dairy farmers, etc.

Taking into account the literate rural population, the number of potential readers for the weekly newspaper *El Campesino* has been calculated at 10 million, including some people from the cities. The urban subscribers number 5,000 at present and there are also subscriptions from outside the country.

(b) *Objectives: El Campesino's* role is not only circumscribed by the traditional standards of the universal press (to provide information, instruction and recreation), its role is such that it must consider carefully the contents and the strategies for the development of the Integral Fundamental Education, which supposes a wider range of action.

(c) *Content:*

- Local, regional, national and international information. At the local level it is closely related to the advances, the expectations, the problems and needs, the training and the organization for family, community and regional development.

- Opinions: This content comprises the editorial section, the comments, regular columns and special sections devoted to the analysis of important events of national life and to the orientation of rural public opinion, independent of the views of political parties and always with respect to the interests of the campesinos and their possibilities for a better standard of life.

- Integral Fundamental Education: Apart from information and advertisements, the rest of *El Campesino* is inspired by the notions of health, literacy, numeracy, economy and work, spirituality and community organization.

(d) *Presentation:* It generally uses "Timex" type in universal size with an average height of 12 points. The first page stresses with big headings the principal national and international news closely related to rural life. This page generally covers the content of the information although in some cases it only presents the lead or introduction and refers the readers to the other pages. It is printed entirely by the offset system and employs several colours. As an educational newspaper it consistently presents a number of didactic articles, which are complemented with illustrations: photographs, drawings, graphics, etc. In order to make reading easy, the texts seldom occupy more than two columns. Continuation to another page is generally avoided.

(e) *Sales and Distribution:* The price of the newspaper is at present US $ 0.15. It is distributed through 617 traditional agents located in the same number of municipalities (for some of which it is the only newspaper available), 33 agents located in capital cities of the *departamentos* and municipalities, and through 1,400 sales stands in Bogotá, Cali, Medellín and Barranquilla. It is sent by airmail to Nanino Amazonas, Chocô, and seven *departamentos* of the Atlantic coast and by a special delivery system to serve eight *departamentos* or by intermunicipal bus service.

(3) Booklets

These have been designed to complement the radio programmes and the weekly newspaper. Six booklets present briefly some knowledge and technical exercises for the learners on issues concerning health, economy, community development, civic development, budget, and numeracy skills, language and communication skills, continuing studies and spiritual aspects.

(a) *Target population:* Adult campesinos, with preference given to those who listen to the radio programmes in self-education centres organized in rural communities.

(b) *Objectives:* To acquire, by the learners, knowledge skills and aptitudes in numeracy and communication, health, hygiene and security - to act upon the value scale of the rural world, which must be transformed as a function of the global evolution of society; to visualize the human vocation in terms of the community and its transcendental significance.

(c) *Contents:* The Basic Booklet serves as a guide and aid for the basic course in which the illiterates learn to read and write and acquire numeracy skills as an initiation to the process of lifelong education. The booklet *Cuentas claras* (Clear Accounts) presents the notion of number and teaches the four simple mathematics operations, helping the learner to apply them; it also presents basic geometry notions related to agrarian measurement, as well as the notions of weight, capacity and volume. The booklet *Hablemos bien* (Let's Speak Properly) presents the notion of alphabet and some explanations and exercises on speech, grammar, writing, spelling and communication skills. *Nuestro bienestar* (Our Well-being) is a booklet intended to the learning of basic health notions; it illustrates themes concerning the human body, the environment and the relationships in life. The booklet *Suelo productivo* (Productive Soil) offers knowledge on economy and work, teaches how to take care of the land, new techniques for growing crops and for pasturing, notions on productivity, etc. *Comunidad cristiana* (Christian Community) presents aspects related to personal behaviour as an individual and a community member, as well as ethic and moral norms within the notion of spirituality.

(d) *Presentation:* The six guide booklets are edited in line with the pedagogical advice of expert educationists. They are printed in typeset form using "Univers" or "Bodoni" typefaces with an

average height of 12 points. The basic booklet has 112 pages, the others vary from 112 to 160 pages. Each of the booklets has been given a different colour for easy identification. Each page contains an illustration, a text, and a conclusion which reinforces what has been treated. Sometimes coloured pages are used. The standard size is 1/8th of a newspaper page (17 x 24 cm approximately).

(e) *Distribution:* The booklets are distributed free of charge through the campesino leaders or directives, the supervisors or auxiliaries.

(4) Campesino library

This is a collection of more than 80 titles which offers books for the rural and urban marginal population; they are easy to read and supply information about important technologies to be applied in daily life, various cultural aspects, and issues on human development for a better family and community life.

The books prepared for this library respond to the permanent need of information. These are a collection of small, simple and cheap books (US $ 0.50), easy to understand and quite adequate for learning and practising what they teach. The size is 15 x 12.5 cm with no more than 120 pages. The cover is coloured and covered with plastic. There are 100 titles in the library on themes of interest; all have been written in simple language. Through ACPO's own network for distribution, these books are made available for the campesinos.

(5) Recordings

By means of magnetophonic recordings, records, and audio-visual aids (SONO-VISO), ACPO extends the educational services through local volunteer radio stations, agencies which work with specific groups and rural communities and have the possibility to multiply the action through community centres.

(6) Campaigns

Campaigns are a typical method used by ACPO. They represent in an objective form the results of the learning or acquisition of knowledge. The campaigns are focused in such a way as to respond to real needs. The method is a special one in the sense that it is not only intended to respond to the needs expressed by the people but also to make them conscious of other needs which are also basic in order to change their ways of thinking and decide to pursue better conditions of life. The aim of the campaigns is to improve or to change ways of thinking and behaving simultaneously with the change of the environment by modifying individual and social values.

(7) Correspondence

ACPO employs correspondence as a means for giving orientation and encouragement, and to satisfy the requests of the learners who raise questions or give comments about the mass media programmes or ask for other services. Correspondence is used by ACPO as a way of receiving feedback and a means of follow-up of its actions.

This element integrates the media, and promotes services and personal, family and community development activities. ACPO has divided the country into seven geographical zones for its own purposes of facilitating the receiving, processing and replying of letters. An average of 120 letters are received daily. These are replied to through the radio programmes, the weekly newspaper [illegible] or directly by letter. They also constitute an excellent means of evaluation.

(8) Training of campesino leaders

Since 1953 ACPO started to use information centres attended by adult men and women in order to receive academic and practical training as leaders. The basic objectives are to improve the participants' academic level; develop their motivation and skills to act as community leaders; receive training in technologies useful for the improvement of production, housing, nutrition, hygiene and health; obtain training in

community action methods for organizing their home towns and improving their wellbeing.

These are educational establishments conducted by Catholic religious orders but also including some lay teachers, some of whom have themselves benefited from the ACPO programmes. More than 1,200 young people (men and women) have received training in the institutes as a response to the need to train people who will actively participate in community organizations. The institutes are modern, well-equipped buildings, with good educational aids and farms for practical work in agriculture and animal husbandry. They function as boarding schools with room for 300 persons. The courses last four months and are held twice a year.

(9) Field promotion

In order to contact directly the potential audience for its mass media programmes, ACPO has created regional and local organizations in which leaders operate who have received training in the institutes. They interact with families, community organizations, functionaries of government as well as non-governmental (private and church) development agencies. These leaders encourage the participation of the target population and give feedback on the cultural action.

(10) Evaluation

Formal and nonformal means for evaluation are employed, from programmed personal interviews to correspondence and using data about the sales, also the opinions of the students of the Campesino Institutes, all of which constitute a large network for the evaluation. In addition, some formal evaluations have been carried out by national and international organizations other than ACPO.

(11) Consultancy

As a result of the great experience attained, ACPO serves other educational and social development agencies, specially in the training of human resources

for the design and management of nonformal education programmes and for the use of the media in distance education. This service has been extended to various Latin American countries.

3.3 Integration of Services and Community Participation (IPC) Programme

This programme was created by the Secretariat of Popular Integration of the Presidency of the Republic.

The IPC programme is based on a social development strategy whose general objective is to help to improve the conditions of life of the more backward populations in 24 Colombian municipalities.

The main purpose for establishing the programme was the recognition, in 1975, that the development of the country, specially that attained during the sixties, brought about an accelerated urbanization process, which created an imbalance between the needs of jobs, education, health, housing and public services, in general, and the possibilities of the private sector and the state to satisfy them, as stated by the National Planning Department in the document [illegible].

In this sense, the IPC programme has been conceived as a form of inter-institutional work aiming to join the accumulated experiences of various governmental organizations, to articulate the services and efforts of the state through investing public funds in financing services, encouraging community participation by promoting their organization and to provide the theoretical and methodological elements which may help the people to analyse their problems and to propose possibilities for the improvement of their conditions of life.

Objectives

The series of activities which have been designed are intended to achieve the following specific objectives:

- to increase the real family income;

- to rationalize and increase the possibilities for linking the work force to productive sectors of the economy

and procure a better utilization of the production media of those sectors of the population which are able to develop enterprise-type activities;

- to improve the standard of life of the population, providing such basic social services as health, housing, drinking water, education, recreation and family protection, specially to small children and their mothers through the services of integral care of pre-school children;

- to prevent the migration of rural people to the cities and the migration from medium-sized cities to the four major cities of the country (Bogotá, Cali, Medellín, Barranquilla);

- to co-ordinate the resources of various specialized governmental organizations and agencies (ministries and institutes) which provide community services; and

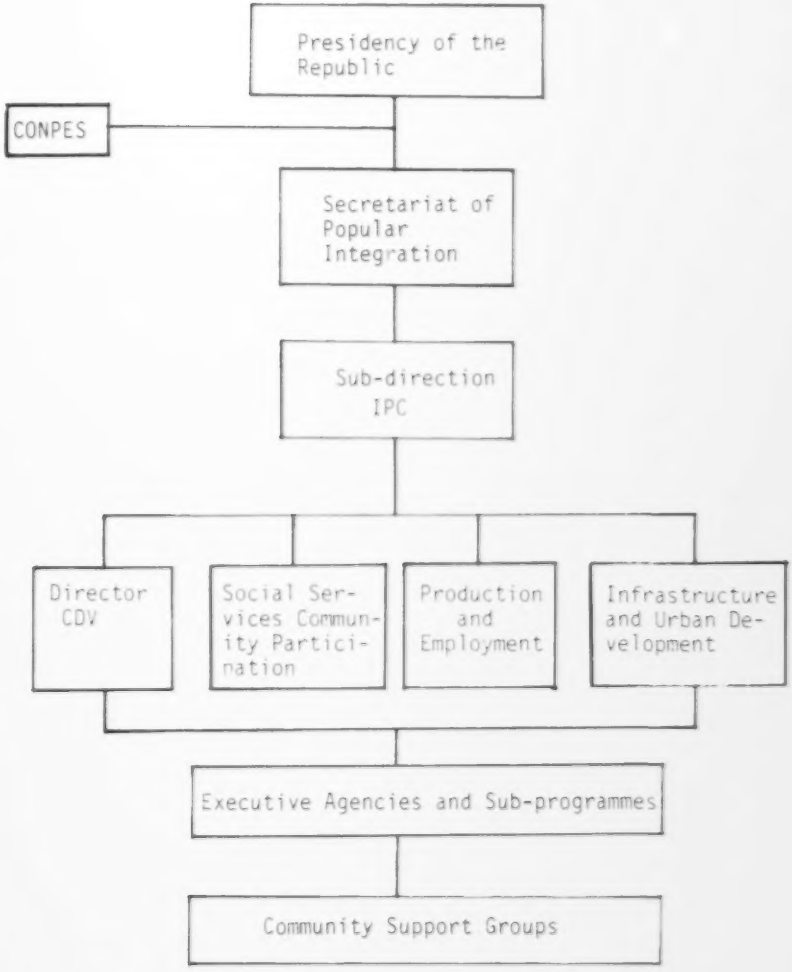
- to promote organized community participation for the development of an educational process contributing to commitment to actions towards the community's own development, rationalizing its demands and benefiting from the public services.

Organization

The IPC programme is conducted by the Secretariat of Popular Integration. Its work is mainly oriented to co-ordinate various services provided by the participant agencies and to community promotion, training and organization. Figure 5 on page 125 presents the organizational structure of the IPC.

Figure 5

Organizational Structure of IPC



In order to attain an adequate level of organization and implementation of the programme, the government created the following co-ordinating agencies by Decree 198 of 1977:

(1) The National Council of Neighbourhood Development Centres, consisting of representatives from:

- the Secretariat of Popular Integration of the Presidency of the Republic;
- the Ministry of Education (MEN);
- the Ministry of Public Health (MSP);
- the National Planning Department (DNP);
- the National Learning Service (SENA);
- the Colombian Institute for Family Welfare (ICBF);
- the Institute of Territory Credit (ICT).

(2) The Local Councils of the Neighbourhood Development Centres are responsible for planning activities in co-ordination with the Local Co-ordinating Boards to whom they give advice for the implementation of the projects. These councils supervise the provision of services which the various agencies offer to the community in the Neighbourhood Development Centre (CDV). They also report to the directives of the programme about the problems which may arise and suggest possible solutions.

The local councils are formed by:

- the director of the CDV, who acts as chairman;
- the local head of National Planning or his delegate;
- the regional head of each of the participating local agencies.

(3) The Executive and Co-ordinating Boards of the Neighbourhood Development Centres are responsible for the implementation of projects, co-ordinating the actions of those agencies, providing services and periodically reporting to the local council on the progress of the activities and for the maintenance of the facilities of the CDV with the collaboration of the community. These boards are constituted in each community by:

- the director of the CDV, the chairman;
- a delegate from each of the participating local agencies;
- three representatives of the community.

(4) Neighbourhood Development Centres (CDV). The Secretariat of Popular Integration has appointed in each CDV a local team formed by:

- a director;
- a community promoter;
- a librarian;
- a small-enterprises co-ordinator.

These functionaries motivate the programmes, co-ordinate the activities of the various agencies, and promote and orient community participation.

One of the essential mechanisms of the IPC programme is the participation of the CDV; through active community participation, members of the community may acquire the training they need in order to be able to continue the activities of the programme on their own. This is also necessary so that participants may exercise permanent control over the activities in order to obtain more benefit from them.

Target Population

For the selection of the 24 cities where the programme is run the following criteria were taken into account:

- size of the population - cities of 50,000 - 400,000 inhabitants having a large marginal population;

- need for services - urban areas in which the provision of public services has been minimal;

- socio-economic situation - zones inhabited by poor people but having some resources for generating jobs;

- regional significance - important cities in the region.

The programme benefits at an average of 40,000 persons per municipality an approximate total of 160,000 families, which is nearly one million individuals.

Those who benefit from the programme are all the inhabitants of the zones selected for implementing the project in each municipality. They are all expected to participate actively in the decision-making processes in all the stages of the programme through the stated operational mechanisms.

Programme Implementation

The implementation of the programme is carried out by twelve governmental agencies which are co-ordinated by the Secretariat of Popular Integration. The orientations for the work to be done are the following:

- Programming of IPC activities is done locally in each city in the light of the proposals presented by the community representatives and the regional diagnostic studies carried out by them according to the guidelines given by the SIP.

- The various activities are grouped for integration purposes in three general components: Social Services and Community Participation; Production and Employment; and Infrastructure and Urban Development. There is also a component for the purpose of co-ordination, namely, Direction and Coordination (see Table 1, page 129).

Table 1: IPC Components, Programmes, Projects and Participating Agencies

Component	Sub-Programme	Project	Participating Agencies
Social		Training Equipment of Health Centres	M.S.P S.S.S
Services	Health	Integral Care for the Pre-School Children	I.C.B.F
and			
	Education	Buildings and Equipment for Educational Establishments	I.C.C.E
Community Participation		Teacher Training	MEN
		Cultural Promotion	COLCULTURA
		Sports Promotion and Organization	COLDE-PORTES
	Community Participation	Community Organization	SIP
Production and	Credit Technical	Productive Credit Training and Consultancy Enterprises	C.F.P SENA
	Assistance and	Follow-up of Cooperatives	DANCOOP
Employment	Training	Consultancy to Multiactive Co-operatives	SIP
Infrastructure	Housing	Credit for Housing	I.C.T
	Services	Building CDVs	I.C.T
and Urban Development	Integration Drinking Water	Constructing Aqueducts	INSFOPAL
Direction	Direction and Co-ordination	Social Services and Community Participation	SIP
Co-ordination		Production and Employment	SIP
		Infrastructure and Urban Development	SIP
		Programming and Financial Supervision	SIP
		Communication and Documentation	SIP
		Administration	SIP
		Evaluation	SIP

S.S.S	Health Sectional Service
I.S.B.F	Colombian Institute for Family Welfare
I.C.C.E	Colombian Institute for Educational Buildings
COLCULTURA	Colombian Institute of Culture
COLDEPORTES	Colombian Institute for Youth and Sports
SIP	Secretariat of Popular Integration of the Presidency of the Republic
C.F.P	Popular Financial Corporation
SENA	National Learning Service
DANCOOP	Cooperatives National Management Department
I.T.C	Institute of Territory Credit
INSFOPAL	National Institute for Municipal Fostering
M.S.P	Ministry of Public Health
MEN	Ministry of National Education

Strategies

The Neighbourhood Development Centres (CDV) have been created for the implementation of the programme. These are modular-type facilities where the services are provided. Each of the centres has the following:

- a training and production workshop for technical and vocational training;
- a school classroom where basic education is provided to children and literacy programmes to adults;
- a multi-purpose room in which artistic, social and cultural activities are held with the active participation of the people from the community;
- a health centre providing services such as emergency care, external consultation, dentistry, preventive medicine, children's health control, laboratory, infirmary, illness prevention, sanitary education, environmental sanitation;
- an infant care centre and a centre for integral care of pre-school children offer services for small children;
- a multifunctional sports field for community recreation and the encouragement of a group spirit;
- a civic square where public ceremonies and other activities of common interest are held when these cannot be held in the multi-purpose room;
- a public library which serves children and the adult population in general as well as the needs of those educational establishments located in the zone;
- a management office for the officers who direct and co-ordinate the programme's activities.

3.4 The Continuing Education Programme of the Family Benefit Fund CAFAM

The Family Benefit Fund CAFAM is a private, non-profit corporation with its own resources. It was licensed by the government in October 1957. Its objective is to promote social solidarity between employers and employees through support of the family structure by means of giving subsidies in money or in kind and providing social services such as education, health, housing, market facilities and recreation.

CAFAM was created by industrial enterprises of the country to satisfy the law which demands the payment of subsidies to workers with low salaries. At the moment more than 4,000 enterprises are affiliated with CAFAM.

The educational service was initiated with nonformal training courses in handicrafts, arts and home economics geared to the needs of employees of the affiliated firms and their families. However, during the last decade education services have been notably increased. In 1972 a secondary education school for 3,600 pupils was founded. Later, using the same facilities of the school, night courses in English were organized; these benefited 1,500 workers. Between 1976 and 1978, through an agreement with Nova University (USA), CAFAM sponsored the training of 30 functionaires at post-graduate level. These professionals are working as teachers and/or conduct in-service training of teachers to update their knowledge and practice in public and private educational establishments.

But there was still a great variety of educational demands. Many workers who had not attended school or dropped out from school wanted to continue their studies. In order to satisfy their needs, CAFAM organized in 1981 the Continuing Education Programme.

Objectives

In general, the programme is intended to offer education to adults who have attained a sufficient level of education through an organized and continuous process to be able to participate in the desired progress.

The following can be mentioned as specific objectives of the programme:

- to acquire intellectual, social and human development allowing the learners to feel themselves developed as persons and as members of a community;

- to acquire knowledge and skills in different areas of knowledge at the Basic Primary Education level;

- to acquire personal responsibility for their own development;

- to value study and personal efforts as means to attain goals of personal growth; and

- to value social responsibility as an indispensable element for human co-existence and for the solution of community problems.

For the participants' achievement of these objectives, the programme offers three stages of learning, specialized materials for each stage, and a flexible evaluation system.

Organization

The programme has the following management system: one direction and three organic units:

- curriculum planning and instructional material production;

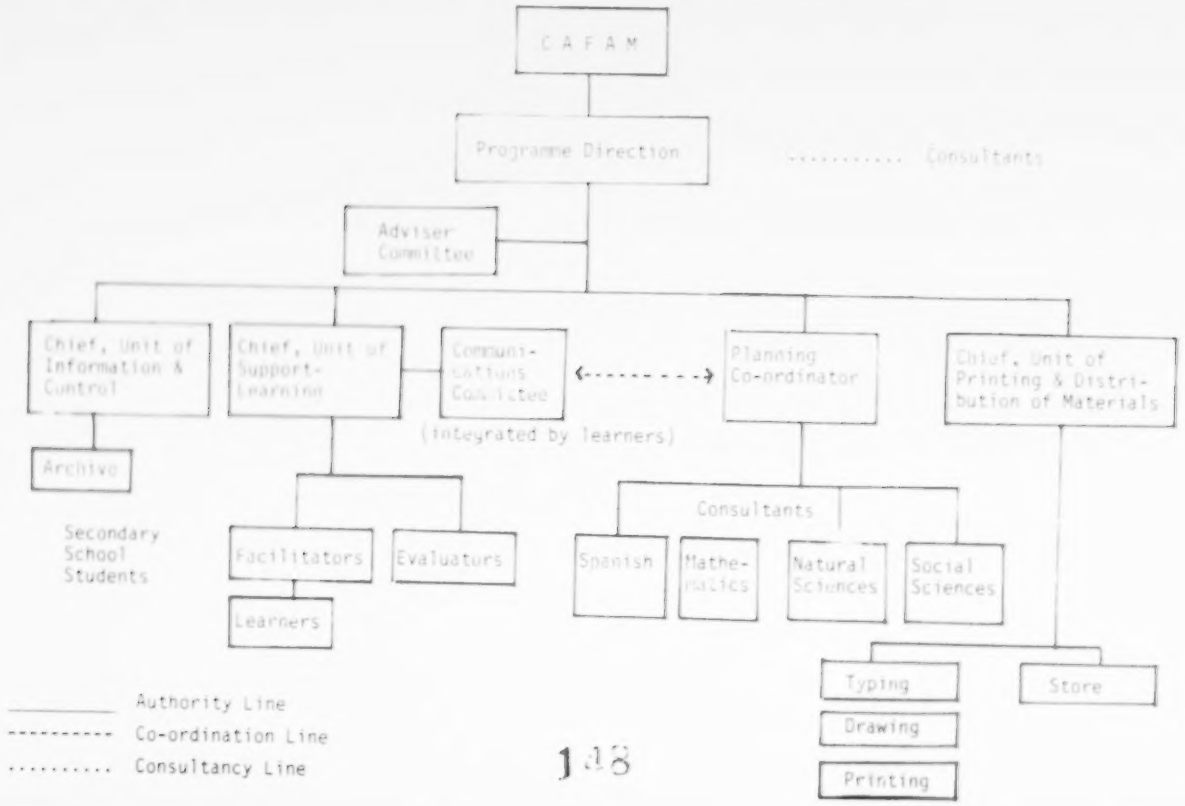
- operation;

- materials management.

At present 13 functionaries are working in the programme, of which 7 work on a part-time basis. 415 students of grade 11 of the formal education system who must accomplish their 80 hours of social services established by the law, collaborate as facilitators (monitors). Figure 6 presents the administrative organization described above.

Figure 6

Operational Organization of the Continuing Education Programme 1982



Target Population

In the three years since the start of operations, 9,979 persons have benefited from the programme. These are adults having educational deficiencies - men and women 18 years and over - who either could not attend primary school as children or who have had some school experience and have lost the acquired knowledge in the course of time.

No certificate of studies is required from the adults for enrolment in the programme. A classification test is given to assign the participants to the appropriate skills and knowledge level, according to their experiences and abilities.

The main centre of the programme is located in Bogotá. In addition there are 13 other locations in several regions of the country: 8 in different neighbourhoods in Bogotá, 3 of which are located in factories; the other 5 are in Cundiamarca (Chía and La Caro), Tolima (Melgar) and Huila (Neiva and Pitalito). At present the programme is being implemented in Quindío and in Santander, the latter by the Benefit Fund CAJASAN. In this way the target population is made up of urban as well as rural people.

Stages

The programme offers three basic stages: Readiness (literacy), Basic Primary Education (up to 5th grade) and Basic Secondary Education (up to 11th grade).

(1) Readiness stage (literacy)

Literacy was conceived as the initial stage of the basic education programme within a continuous out-of-school and open-style framework. Because this initiation is a longer process, it has been called readiness instead of literacy. In interviews with adults at the beginning of the planning stage, they expressed their desire to obtain a legal certificate equivalent to that provided by the formal system, since that would result in advantages at work, e.g. promotion, salary, or simply social status. Some adults stay in the programme only until they satisfy a personal goal related to a momentary need and thus only finish the study of one theme or area. In three years'experience CAFAM has identified a general feel-

ing among illiterates that they do not feel happy with such limited achievement.

In the readiness stage, emphasis is placed on the *identification of the adults' learning difficulties*, processes and mechanisms and, according to these criteria three short phases have been set - Readiness 1, 2 and 3 - with clearly defined objectives and evaluation criteria for promotion.

In order to attain these objectives, three aspects have been identified as essential:

- learning material based on the stages of cognitive development and on psycho-linguistic principles for the acquisition of reading and writing skills and the language skills;

- socialization activities common to all stages in the programme, considering the integral education of the learner;

- an atmosphere providing a feeling of psychological and academic support to the participant.

(2) Basic primary education stage

At this stage four areas of study are offered: Spanish, Mathematics, Social Sciences and Natural Science, and Health. The language knowledge and skills enable the participants to carry out independent study and to organize their ideas. The mastery of Spanish is considered a fundamental tool for other languages.

The curriculum is not divided into years or grades; each area of study is divided into 6 competence levels. Each level constitutes a broad theme of study and for each of them there are several instruction booklets or modules proceeding from the easiest to the more complex or difficult.

(3) Higher basic education (secondary or medium education) stage

The main objective of this stage is to enable the

participants to obtain the Certificate of Secondary or Medium Education from the competent governmental agency (ICFES). This stage starts with the study of the basic structure of each area of knowledge delivered through instruction modules. Later on the participants attend the Learning Resource Centre where, independently, they study the textbooks and other materials which develop the study programme prepared by the Ministry of National Education.

Methodology

From this point of view the programme is considered as a nonformal, open, flexible out-of-school programme which fosters permanent promotion for the following reasons:

- No certificates are required for enrollment.
- The studies are basically independent.
- Learning is gained through modules which the participant can study at home.
- Each students' progress depends on his/her own learning pace.
- Class attendance is not compulsory since the student only goes to the centre four hours a week for evaluation and feedback.
- There are no divisions of grades or courses; the curriculum is organized in terms of broad themes which are sequenced according to their difficulty.
- A pre-test is given for initial classification.
- Only two subjects are studied during the same period. When these are completed two others may be studied.
- The curriculum presents short goals so that the participants gain 'immediate' achievements.
- The student is promoted when the learning gained is not less than 90%.
- Self-evaluation by the participant is important in order to have an idea about his/her own progress and mastery of each subject.
- Specialised evaluators apply context evaluations in order to allow the students to pass to higher levels.

- Academic progress control is done through control cards and records of attendance at the centre.

Strategies

Printed material, small working groups, and closed-circuit television are strategies employed in the programme.

(1) Printed material:

It is intended for the adult participants of the programme, who are men and women aged 18 and over from either the urban or rural sectors, according to the location of the centres.

The instruction modules are booklets which treat one sub-theme corresponding to one competence. These comprise three parts: basic information, exercises for application, and answers to the exercises. The features of the modules are the following. They:

- are self-correcting. They provide exercises and solutions;

- present complete information. No additional books are necessary;

- constitute parts of a broader structure;

- are organized according to the level of difficulty or complexity from the simplest or easiest to the more difficult or complex;

- are a means for generating processes and analysis.

The contents are primarily practical and utilitarian, adjusted to the particular life experiences of adults.

The modules present a particular pedagogical methodology. Their organization follows a sequence of themes which are graded according to difficulty and represent coherence within the curriculum in general.

The language employed in the modules is easy to understand: Simple grammar structure and vocabulary are used, both reflecting common usage. Simple illustrations complement the text.

Because of the subsidy received, the price of each module is US $ 0.60, which represents 50% of the printing cost. Evaluation of the materials is formative and summative.

(2) Video-cassettes

This medium is used basically in order to complement or reinforce the themes treated in the modules. In Basic Secondary Education it is employed to introduce the themes.

Some programmes in history, culture, science and other areas are obtained from television programming agencies. The programmes last 10 to 20 minutes, depending on the progress of the groups.

Some themes that need more treatment are reinforced through the television programme, although its use is not very common.

(3) Small working groups

During the four weekly hours when the participants visit the centre (on a voluntary basis), they may participate in study sessions, perform evaluation tests, receive tutoring or attend complementary activities.

- *Study sessions:* Small study groups consisting of 6 to 8 participants meet in a room to study the same competence. They are guided by a facilitator (monitor) who is responsible for making the work more dynamic and for encouraging the participants. The monitor is an 11th grade student who is rendering his/her social service practice, which is compulsory and honorary.

- *Tutoring:* As needed, tutoring is also provided by 11th grade students.

- *Evaluation:* When the participants are ready to be evaluated they put in a request. The evaluation is held in specially assigned classrooms. The results are given at the next session. If any of the items are not correctly answered, the students are re-

ferred again to the booklet, new exercises are assigned and, if necessary, the help of a tutor is also provided.

- *Other activities:* Other methods employed in CAFAM's programme are programmed games for initial reading and mathematics and for reinforcing other basic notions. In addition, lectures about different aspects of life, educational campaigns and artistic appreciation programmes are among the common activities.

  There is also a communications committee formed by participants; its main responsibility is participating in the evaluation of the programme.

3.5 Programmes of the National Learning Service (SENA)

The motto for the task of SENA is: "To train man for work."

Objectives

SENA provides 'promotional training' and vocational training for the human resources of the country:

- in all sectors of the economy (agriculture and animal husbandry, industry, commerce and services - including the informal level of the economy in which many of the sub-employed and un-employed people of the country would find job opportunities);

- to young people and adults either to start working (new manpower) or to improve their working skills (already employed manpower);

- at all hierarchical levels of employment, from semi-qualified work to directive level;

- in all geographical and economic regions of the country, irrespective of their development level.

Organization

A National Directive Council, a General Direction Office and eighteen Regional Management Offices are responsible for

the management and implementation of the programmes.

The Regional Management Offices have vocational training and programmes. These are carried out by various centres, grouped in operational units. Each centre is directed by a superintendent assisted by supervisors and instructors.

Target Population

SENA's actions are intended for all men and women over 14 years of age who are working or are able to engage in some kind of work.

Training Modalities

Table 2 summarizes SENA's training activities.

Table 2

Training Modalities for Manpower Qualification

	Modality	Target Group	Objective	Duration
QUALIFICATION	Initiation	Employed or unemployed	To train new personnel (semi-qualified occupations)	It varies from 80 to 220 hours
	Apprenticeship	Medium school graduates employed or unemployed	To train new personnel (qualified occupations)	It varies from 2 to 3 years (full-time)
IMPROVEMENT	Promotion	Employed Adults	To train highly qualified personnel for intermediate levels	It varies from 2 to 2.1/2 years depending on the speciality
	Complementation	Employed Adults	To overcome deficiencies in theory or practice in order to reach a qualified level	It varies depending on the needs of the person
	Specialization		To train highly qualified personnel	Short and medium term courses

Financing

SENA is a decentralized institute which receives a contribution of 2% of the monthly salaries of private employees, those employed in public decentralized agencies, industrial and commercial governmental enterprises, mixed economy societies with a capital of 50,000 pesos or more, or those who employ permanently no less than 10 workers independently of the amount of their capital.

The contribution of 0.5% of the salaries of government employees (from the nation, the *departamentos*, municipalities, the special district of Bogotá, the *intendencias* and the *comisarías*) is used in special vocational training programmes.

Other financial sources are the amounts coming from legal sanctions imposed by the Ministry of Work for frauds and violation of the Substantive Code of Work, and from funds from the contracts established by the SENA with public or private agencies for the implementation of specific vocational training programmes.

Programmes

Among the programmes of SENA we find: electricity, electronics, building, tourism and hotel related occupations, hospital services, graphic arts, industry techniques, watchmaking, shoemaking, furniture, textiles, forest resources, technical assistance, small and medium production industry, aviation mechanics, mining, handicrafts, electromechanics and networks, refinery and petrochemistry.

There are classrooms, blackboards, laboratories, libraries and a services infrastructure for the pupils in order to carry out the above-mentioned programmes. Varied strategies and methodologies are employed according to the type of programme.

In addition, mobile programmes (urban and rural) and consultancy services for enterprises are being carried out.

Impulse is being given to the Distance Training Programme (FAD).

For intensive study two SENA programmes have been selected: the Self-Building Programme and the distance Training Programme.

(1) Self-building programme

(a) *Target population*

Those owners who participate in the administration, financing and community work of non-profit housing programmes may benefit from the Self-Building Programme.

(b) *Requirements*

To participate in the programme the following conditions must be met:

- The group must be formed by the legal owners of the site or the ownership must be in the process of being legalized at the moment.
- The site must have provision for the basic public services as stated in the Plan for Urban Development.
- The urbanization plans must be approved by the competent authorities.
- In order to maintain his active interest and community spirit, the participant must not know which is going to be his house.
- The financing of the project must be guaranteed.
- The group must be committed to work in collective form.

(c) *Content*

The content of the programme comprises:

- community organization actions;
- training of people who will participate in the entire spectrum of self-building activities;
- contributions from other institutions, including instruction in electrical installations, carpentry, woodwork, bricks, tiles, block-making and plumbing.

(d) *Development*

The self-building programme starts with the knowledge by the participants of the real conditions of work from the social and economic points of view, in addition to previous knowledge about the nature and features of the work to be done, as well as of the financial and legal aspects. The actions, which are related to the contents, are carried out on the site by small groups led by an instructor.

The actions of SENA itself under this programme comprise other basic areas:

- technical: to ensure the process of building;

- managerial: to offer fundamentals of management and accounting in order to ensure an adequate administration of the resources available.

- social: geared to attain community organization and cohesion.

(e) *Evaluation*

The houses are evaluated, as well as the social development achieved and - above all - the satisfaction of the people when such a basic need as housing is fulfilled.

(f) *Strategy*

The self-building programme starts with the integration of potential groups of informal population which may come from sub-normal operational zones: groups of informal producers with a high potential but lacking in organization; groups from the commerce and services sectors also with high potential and no organization; autonomous groups united by a common interest and who are organized in co-operative associations; groups who are promoted by organizations different from SENA; and spontaneous groups who could not be detected in the previous general research because of lack of information or because they have been recently formed.

The community-development strategy comprises several phases:

- the identification phase, in which SENA and the group agree on the mechanisms to be utilized in order to attain mutual knowledge and establish which are those aspects for progress and development of the people considered as priorities in the group's sector and can be provided by SENA;

- the mobilization phase, in which a sense of belonging is developed and the groups' interests are justified and expressed as goals requiring their common effort;

- the organization phase, in which the project for training and development for participation is carried out with the group.

The terminal objective of the training for social participation is that the people should be able to deliberate, organize themselves, and make decisions.

The themes for the training in social participation cover human and group behaviour, community direction and accounting, administration, and legal management.

The training method is that of self-programming in which the instructor has the role of a facilitator while the group defines where to begin their training plan, what aspects they need immediately, and when and where they can meet. This training is a type of out-of-school education.

The method is an active and participatory one, employing direct and permanent dialogue. In addition, other group-work techniques such as the socio-drama and the forum are utilized. It is a learner-centred method; the problems and expectations of the learners define the training plan, which is in turn subjected to criticism.

The training is provided through sessions with the entire group or with sub-groups. Some sessions are conducted with the directorate.

Finally, this programme has certain criteria for classifying the learners which are different from those used for selection. In other words, each community may be classified into sub-groups according to the socio-economic characteristics and the organizational experience of the persons in order to offer them a better kind of training.

(2) Distance training programme

(a) *Objective*

To train the adult Colombian population to perform better in their occupations or to improve their knowledge.

(b) *Target population*

Those adults over 14 years old who cannot attend the established SENA centres. They apply for admission according to their training needs. Their personal data are registered in the registration form and are used for the selection and admission in the chosen modality.

(c) *Methodology*

In the teaching-learning processes involved in open and distance training, an important element is the use of educational technology, defined as the utilization of the scientific principles and the technical processes and instruments which different disciplines offer for the designing of educational programmes and solving learning problems.

The open and distance education system employs modules as work units. This allows the organization of the teaching and learning process in such a way that different phases or stages can be isolated or combined in different forms to be administered in a progressive manner, whether continuous or intermittent. In this form the students can organize their learning according to the availability of their time and the degree of their dedication.

From this perspective, the module is a complete learning unit in which the media and the necessary resources are employed in order to attain the proposed objec-

tives. The open and distance training system thus combines and utilizes media, methods and resources to achieve a formative effect and provide a partial substitute for the personal relationship between the instructor and the student.

The main aspects are summarized as follows:

- One tutor is in charge of the permanent guidance of 300 active students in the centre of Distance Training, where other resources are available.

- The courses are theoretical and practical.

- The learning is individualized.

- The knowledge is organized in a clear and simple form in stages of increasing complexity.

- The student sends to the centre the written responses to the lesson and may also ask questions about points that are unclear.

- The instructor-tutor makes the corrections and is in permanent contact with each of the students.

- At the end of all the lessons the tutor administers a final examination. If the student passes the exam he/she obtains the corresponding certificate.

- During the time devoted to the study of the lessons, the instructor plans meetings, which make the students feel the presence of SENA in their training process. Time is also devoted to consultations for clarifying the students' doubts and answering their questions, as well as to do reinforcement exercises and intermediate and final evaluations.

(d) *Organization*

The Department of Open and Distance Training attached to the Sub-Director of Social Policy of the General Direction of SENA is responsible for conducting and co-ordinating the Distance Training Programme.

This department has the functions of planning, orient-

ing, co-ordinating and giving advice to the actions carried out by the system of open and distance training in close co-ordination with other departments of SENA.

The Department of Open and Distance Training has three levels of relationships:

- with the 18 regional SENA offices established in country;

- with the Centre of Distance Training (CEFAD), which is the executive agency;

- with the working groups in each region.

(e) *Programmes*

Programmes are included in the following areas:

- accounting;
- sales;
- banking;
- co-operative administration;
- home electric installations;
- sewing;
- woodwork;
- self-building;
- training of Campesinos;
- communication and interpersonal relationships;
- rural mechanics;
- micro-enterprises management.

The twelve above-mentioned modalities are offered in the different regions but they vary from one region to the other, depending on the needs and interest of the people in a particular region.

(f) *Strategies*

- Printed material: A specialized technical team prepares the guide for the content of the units. Then, a group of writers composed of an educational adaptor, instructors of the area, a style editor, a graphic artist, and a printing technician prepare the first draft of the units.

The next step is the revision and validation of the units. Later on the text is composed, final layout and illustrations are done, and the unit is printed and assembled.

The material is intended for an adult population and its basic objective is to serve as a guide for the study of a theme through practical work and tutoring.

The language is simple and colloquial but adjusted to the real situation of the kind of work and to the technical and practical aspects of the topic.

The learning system is that of distance education, supported by a tutor and/or through correspondence. It employs books that are prepared as guide-units and which constitute self-learning modules.

SENA pays the cost of the publication. The material is provided free to the participant.

The evaluation of the material is formative and summative.

- Correspondence: The adults registered in the different open and distance training options which SENA offers make use of this strategy.

  Correspondence is intended to complement the communication process between the student and the tutor. It allows for clarification and provides feedback in the teaching and learning process.

  All the areas offered by SENA within this system can be summarized in the following steps: reception of correspondence, registration, classification, delivery to the tutor, reading the letter, preparing the response and sending it to the student who requested information.

  There is a contract with the National Post Administration which facilitates the use of this strategy.

- Tutoring: The success of the distance system lies in its three fundamental aspects: the self-learning

material, the management of the relationship between the student and the tutor, and the tutoring style adopted.

It must be stressed that the function of the tutor is essential to the development of the programme, since he is responsible for motivating the students, informing them about the programme's objectives, providing orientations, guiding the learning process, intensifying the retention of learning, fostering transference, encouraging student performance, and providing feedback. All these may be classified as information and promotion, pedagogical and training activities.

Tutoring takes place by means of letters and telephone calls on the one hand, and by means of interpersonal contact between the tutor and the students, either individually or in small groups, on the other.

4. CONCLUSIONS

4.1 Achievements

The first steps in adult education were taken at the beginning of the present century with the establishment of night schools and volunteer literacy work.

In the rural sector much importance is attached to the work done by ACPO since 1948 in the field of nonformal and adult education through media such as the radio and printed material in the form of booklets and the weekly newspaper *El Campesino*.

Another important event was the creation of the National Learning Service (SENA), which has the responsibility of providing labour training - a step that introduced a new dimension into the field of formal and nonformal education for adults.

In a similar way, the creation of the Popular Training Fund of INRAVISION, which is in charge of implementing the primary and secondary education for adults, including literacy work through the media (radio and television) supported by contact activities, constitutes another achievement in the field. FCP is a leading agency in the use of the media to make the products of education and culture available to the people. The work of FCP resulted in the establishment of an educational T.V. channel by the government. The utilization of radio to deliver secondary and medium education must be highlighted among the contributions of the FCP.

Through its decentralized institutes, the Ministry of Agriculture has developed a series of projects generating processes of change and the improvement of life in rural communities.

In general these are social and economic projects which involve technology transfer, training and education.

For more than ten years the Ministry of National Education has carried out functional primary education for adults for which special plans and programmes have been prepared.

Also of great importance are the experiences and work of the private sector in literacy, post-literacy and continuing education employing various learning strategies through radio, television, individual and group work, etc.

Finally, a major concern of the present government is to develop, through the educational strategy CAMINA, ways of providing those not included in the formal system with the benefits of education, science, technology and culture.

As a result of all the programmes and strategies which are now integrated in CAMINA, a consciousness of the need for participation in nonformal and adult education is being awakened among the public and private sectors.

4.2 Difficulties

Difficulties manifest themselves at three levels:

Administration

In spite of the efforts made for clarifying and defining the future paths for adult education, a coherent and definitive policy which would cover the achievements and allow a definition of adult education as a coherent and integrated process, reflecting an independent structural organization and responsible for the coordination and direction of the actions being carried out in the country by multiple types of experiences, has not been consolidated.

- There is a lack of coordination of the existing efforts and programmes in the field of literacy, post-literacy and continuing education, for which there is not as yet an overall strategy suitable for our particular circumstances.

- The absence of a specialised office for gathering and

classifying statistical data on nonformal education makes it impossible to refer to the activities carried out in this field in a complete form. The available statistical data on education often exclude nonformal education and therefore give an incomplete picture of the educational sector.

Financial

The government budget for the implementation of literacy and adult primary education programmes, including the provision of material, texts and the necessary equipment, is insufficient in the fields of formal as well as non-formal education for adults.

Motivational

The following factors can be summarised: a lack of the basic elements such as electric light, facilities and furniture for the adult population; materials which are suited to the expectations and needs of the adults; and the absence of real incentives which would motivate the illiterate, as well as the rest of the adult population, to continue their education.

4.3 Recommendations

As a result of the efforts which the national government is making at present through the CAMINA campaign, it is proposed to take advantage of the achievements, plans, programmes and leadership developed among the public and private sectors in order to establish the basis of the nonformal education sub-system. This must cover literacy, post-literacy and continuing education of general and vocational types within a conception of integral and permanent education and with a creative and innovative spirit for the development of programmes which will benefit the adult Colombian population.

BIBLIOGRAPHY

1. Ministerio de Educaciôn. "Evaluaciôn de la Educaciôn Bâsica para Adultos". Bogotâ, 1971.

2. Ministerio de Educaciôn. "Plan de Desarrollo del Sector Educativo". Bogotâ, 1983.

3. Departamento Nacional de Planeaciôn. Plan Nacional de Desarrollo "Cambio con Equidad". Bogotâ, 1983.

4. Presidencia de la Repûblica. Coordinaciôn CAMINA. Documento de la Campaña de Instrucciôn Nacional CAMINA. 1983.

Chapter 3

THE DEVELOPMENT OF LEARNING STRATEGIES FOR POST-LITERACY AND CONTINUING EDUCATION IN JAMAICA

by

Miriam Moulton-Campbell

1. BACKGROUND

1.1 Context and Demography

Jamaica lies in the Caribbean Sea and is the largest of the English-speaking Caribbean Islands. It has an area of 11,424 square kilometres (4,411 square miles) inhabited by a population of over 2.2 million gaining at a rate of less than 2% per annum. At present the birth rate remains high at 26.9 per 1,000 mean population according to the 1973 end of year estimates. The death rate for the same period was 5.5 per 1,000 mean population; females account for 51.4 percent of the population. According to the 1982 Preliminary Census figures, 46.3 percent of the population lives in the urban areas, this has grown from 41.4 percent in 1970. The Jamaican population is quite a youthful one, with 37.8 percent under 15 years, 51.3 percent between 15 and 59 and 10.9 percent 60 years and over. (See Appendices 1a and 1b).

The Blue Mountains, the highest peak of which is 2,257 metres (7,402 feet), forms a central ridge which runs across the eastern end of the island from west to east with many long spurs to the north and south, thus giving rise to picturesque gradients. Added to this are the many rivers and streams which radiate from the high lands. Thus Jamaica lives up to the name given to it by its first inhabitants, the Arawak Indians: "Xaymaca" - "the land of wood and water".

Jamaica is a tropical country with temperatures ranging from 80^{0} Fahrenheit on the plains to 40^{0}F on the high mountain slopes. Extreme variations, from periods of drought to periods of heavy rainfall, are experienced.

The mainstay of the economy is agriculture, sugar and bananas being the chief crops and two of our traditional exports.

Industries such as bauxite mining and tourism have become major contributors to the gross domestic product. Manufacturing has also been on the increase since Independence.

Migration from rural to urban areas has caused the population to become more conscious of the increasing opportunities for kinds of employment other than agriculture. Many of these people lack both a sound basic education and technical skills. Hence there is a high percentage of illiteracy and unemployment.

The population continues to increase, placing greater responsibilities on the planners and policy makers to allow for maximum growth of the individual and of the national interest in their planning. Both formal and nonformal education programmes have been compelled to address these problems.

History has indicated that the island was discovered in 1494 by Christopher Columbus, in the name of the then reigning monarchs of Spain - Ferdinand and Isabella. The island therefore became a part of the growing Spanish Empire in the New World.

Jamaica remained in Spanish hands until 1655, when it was captured by the English, who remained in control of its people, politics and progress until 1962, when it became an independent nation within the British Commonwealth.

Jamaica is a parliamentary democracy based on the Westminster model. The government is elected every five years. The social, cultural and economic patterns of the people of Jamaica have been greatly influenced by the history of the island. The Arawaks, the Spanish, the English, the Africans, and the people of other nationalities who came at a later date have all left their mark to a greater or lesser degree.

English is the official language of the island, and the majority of the population speak a dialect of English.

In Jamaica, the main religion, Christianity, is represented by a number of denominations. Among the major ones are the Anglican, the Roman Catholic, the Baptist, the Church of God, the Seventh-Day Adventist. In recent years the Evangelical Church has experienced rapid growth.

1.2 Educational Development in Jamaica

During the period of slavery, which lasted until 1838 in Jamaica, education of the masses did not exist; and only in very exceptional circumstances were the children of slaves educated.

Education for the slaves was started by the missionaries. In 1750, the Moravians came on the scene and were the 'path finders' in this respect. At a later stage other Protestant missionaries came and worked among the slaves but a general educational system was not established until after emancipation.

In 1932, about 50% of the children of Jamaica were registered in elementary schools; of this number only a little more than half were attending regularly. At that time only 20% of the school age population was receiving regular education. Some of the causes were:

- long distances from home to school and rough and difficult terrain;
- heavy seasonal rains, sometimes causing floods;
- lack of clothing;
- lack of adequate food;
- need for child labour to collect produce for the market and to take care of smaller children at home.

Since then, education in Jamaica has had quite a dramatic history. A number of educational institutions have been established by the Ministry of Education and private organizations, and remarkable progress has been made in all types of education. (See Appendix 2.)

A general policy for education was developed in 1953, covering four levels: infant, primary, post primary and tertiary.

Since 1972, successive governments have placed great emphasis on primary education and have aimed at providing school places for every child at primary school level in order to meet the basic needs of the population and provide a better equipped and substantial flow-through of students into secondary and higher education.

However, the average attendance for primary schools is only about 67% of the number enrolled. As a result, an estimated 53% of the children of age 11+ at the end of primary education have not attained acceptable standards in literacy and numeracy skills.

Compulsory education in primary and all-age schools - age 6-12 years

The history of education shows that attempts have been made to introduce compulsory education from as far back as the 18th century. Until recently, however, none of these attempts were successful.

In September 1982, in keeping with the Government's New Thrust for Education, the Compulsory Education Act was enforced in two of the fourteen parishes of Jamaica - St. Thomas and Trelawny. This was an experiment and six other parishes were placed under the Act in September 1983; the other six will be included in September 1984. Thus compulsory attendance will be enforced throughout the island by 1985.

The Act states that "It shall be the duty of every parent of every child of compulsory school age residing in the compulsory area to cause him to receive full-time education, either by regular attendance or otherwise". The Act allows for the Minister of Education to declare compulsory education for any area, any school and any age.

Some of the features in the legislation are:

Each group associated with compulsory education has specific obligations.

Parents

It is the duty of parents to secure formal education for their children. Where parents fail to comply with the regulations as stated in the Compulsory Act, legal action will be taken against them.

Children

Children should go to school five days per week.

Special Officers

Community Liaison Officers would be appointed. These officers should:

- ensure that all children of prescribed age are in schools;

- investigate absences of more than six days per school term;

- in instances where students have been absent for more than six days per school term, liaise between home and school endeavouring to motivate parents to send their child to school;

- report to their superior officers any child who continues to attend irregularly after intense encouragement and frequent warnings to both parents and child had been made.

Teachers

Teachers should;

- identify those children who attend irregularly and motivate them to come to school;

- report to the principal any child who is consistently absent after every effort has been made.

Principals

Cases of absence should be reported by principals to community liaison officers.

Ministry of Education

The Ministry should ensure that:

- no child under eight years old should have to walk more than two miles to the nearest school;

- children eight years and over will not be required to walk more than three miles to the nearest school.

Preparation for Compulsory Attendance Launching in St. Thomas and Trelawny:

- Schools were surveyed and put in clusters within a three mile radius.

- Seminars were held with school principals.

- The Minister of Education and education officers held meetings with school boards.

- Educational programmes for parents were conducted within the pilot parishes.

- Selection and appointment of community liaison officers were done by JAMAL (Jamaican Movement for the Advancement of Literacy).

- Training of liaison officers (one-week residential) was organized by JAMAL.

- Public awareness broadcasts on radio and television were made by the Ministry of Education and JAMAL.

Support Services

Nutri-bun lunches (1 bun and 1/2 pint milk) are provided under the present system for each student. These lunches are hygienically prepared and are more nutritious than those provided previously. (Each Nutri-bun lunch provides 60% of the daily nutritional requirements). Learning materials and uniforms are provided for each child by the Ministry of Education.

The figures presented in Table 1 on page 163 indicate that the experiment is working successfully. Four other parishes are now involved. A case study illustrating compulsory attendance is given in Appendix 3.

By and large great strides have been made, as are evidenced by a new awakening in education and development. However, there are still problems, e.g., the high incidence of unemployment. A number of young people need both literacy and marketable skills; those leaving school need employment. To solve some of these problems, emphasis is being placed on compulsory attendance for the 6-11+ year-olds, the provision for literacy and

Table 1

Average Attendance Before and After Compulsory Education (C.E.) in Two Parishes

Parishes	Days of the Week	Before C.E.	After C.E.
St. Thomas	Mon - Thurs	9,909	12,472
	Fri	5,936	9,209
Trelawny	Mon - Thurs	10,279	12,469
	Fri	6,261	9,774

skills training for the 15-20 year-olds, the development of publications for new literates, the expansion of the Social Development Commission which embraces Youth and Sports, and the HEART Programme - (*Human Employment and Resource Training*).

1.3 Human Employment and Resource Training (HEART Trust)

The HEART Programme was launched in 1982 with the main task of addressing the problem of "the forgotten youth", who are either secondary school graduates or who have left school before graduating and have nowhere else to go.

In addition, there are thousands of able-bodied people who need to be taught a skill so that they can gain employment or become self-employed.

The National Planning Agency estimates that by 1985 the country will have 273,000 unskilled labourers. At present, there are about 90,000 young people between the ages of 17 and 20 who are neither in school nor employed. The government has identified lower level skills which are in short supply and which are necessary for the nation's growth.

HEART has, therefore, been structured to offer training in business skills, agricultural skills, craft skills, and various garment skills.

The School Leavers Programme, which is one of the components of the Trust, is designed to provide training on the job

as well as formal training in designated institutions of learning. It is proposed to train a minimum of 12,000 young people over a period of three years. It is geared to graduates of secondary schools between the ages of 17 and 20 years who are neither in school nor employed.

Continuing education is another aspect of HEART. It has been observed that there are thousands who live in the rural areas who have a deep desire to enter teachers' training college or nurses' training school or some other form of higher training. A programme of continuing education is arranged whereby at schools within easy reach they will be able to continue their education to enable them to pass additional subjects within about a year and thus be able to qualify for any other form of additional training they may desire. Hence, while one set may be going into some business enterprise, another set will be going on to improve themselves educationally.

The objectives of the Trust are:

- the training of young adults to provide them with the skills necessary for employment; and

- the creation of a reservoir of skilled manpower to meet the country's current and projected demands for skilled personnel in both the public and private sectors.

The HEART Fund is administered by a statutory body known as the Human Employment and Resource Training Trust (HEART Trust).

Essential to the success of the Programme is the involvement of private sector employers who participate by providing some of the necessary financing, as well as on-the-job training. An employer who falls under the Human Employment and Resource Training Trust Act 1982 by virtue of his average monthly emoluments to employees is required to participate in the programme by contributing to the Fund each month a sum equivalent to 3% of the total amount of the monthly emoluments paid to his employees. He may pay the said amount or employ for training one or more trainees at the specified remuneration of $50 per week per trainee and deduct from his contribution and pay the balance to the Fund or employ for training the said number of trainees to utilize the full contribution.

The Programme is off to a good start with evidences of much satisfaction. Participants are loud in their praises. See 'TRAINEE PROFILE' (Appendix 4).

1.4 Evolution of the Literacy Programme

In 1943, the illiteracy rate in Jamaica was 23.6%. This was regarded as a modest estimate of the actual figure, and a literacy project based on the "Laubach Method" of "Each One, Teach One" was launched. As a result of the campaign, which lasted for two to three years, a number of persons were made literate.

In April 1954, the government made provision on its estimates of expenditure for the continuation of the literacy project. This was as a result of the census, which showed that there were 105,000 illiterates between the ages of 15 and 45 on the island. Organized training programmes for voluntary teachers were initiated. Regular training sessions and residential courses were held in the methodology and techniques for the teaching of reading, writing and computation.

In 1960, a Caribbean literacy seminar was held at the University of the West Indies. Representatives from many parts of the Caribbean, USA and South America attended. Great enthusiasm for the programme was created by the seminar, and a recommendation for its expansion was made.

In 1962, the Social Development Commission, in collaboration with the Department of Statistics and the Institute of Social and Economic Research, undertook a literacy survey to ascertain the incidence of illiteracy among persons 15 years and over. This random sample survey indicated that 42.9% of this age group was functionally illiterate.

As a result of the survey, continuous work on materials for literacy classes was carried out, and a large number of voluntary teachers trained. In 1970, with the assistance of UNESCO, the government established a literacy evaluation and planning committee for the purpose of evaluating the programme.

The committee reported that there were between 400,000 to 500,000 illiterate persons, representing 40% to 50% of the population aged 15 years and over.

In 1972, the government established a national literacy programme and delegated the responsibility for implementing its objectives to a National Literacy Board, which comprised representatives of trade unions, churches, libraries, the university, the business community, the teaching profession and private individuals with experience in literacy work. The objective was to eradicate illiteracy in Jamaica in four years.

The programme was conceived on the basis of voluntary participation and community involvement. It was recognized that voluntary contributions at all levels was vital.

The programme was operated through a national headquarters, which was headed by an executive chairman, a chief executive officer, and five departments, covering the areas of field operations, technical services, evaluation and research, community relations, administration and finance. The organizational structure also provided for the establishment of 7 zones, 53 areas and over 4,000 district committees.

The first phase of the programme involved a massive motivational campaign aimed at creating an awareness of the problem, converting literates and non-literates to the cause and prompting the registration of students and teachers.

However, an examination of the programme in 1973 by a special evaluation committee revealed the following problems:

- high dropout among students and teachers;
- the varying academic levels of the voluntary teaching force;
- shortage of staff with specialized skills and administrative experience;
- lack of evaluation;
- inadequate educational infrastructure.

Policy

The literacy programme was organized on a limited scale by the Social Development Commission within the Ministry of Community Development in the early years. In 1970, the government on the recommendation of a special evaluation committee, had

designed plans to eradicate illiteracy within eight years. In 1972, the newly elected government declared literacy as a national priority.

Ministry Paper No. 13, laid on the table in the House of Representatives on June 10, 1972, stated - "The government regards illiteracy as a grave and fundamental problem in Jamaican life." On one hand, illiteracy restricts freedom, self-reliance and potential for achieving true independence, and on the other hand it impedes national progress by hindering the release and full utilization of human resources for economic and social development.

The National Programme was launched on September 8, 1972, under the direction of a national literacy board and became fully operative in November of that year, with the main objective of eradicating illiteracy in four years. In 1974, the name of the programme was changed from National Literacy to JAMAL - Jamaican Movement for the Advancement of Literacy.

However, due to numerous administration and organization problems which necessitated restructuring, the target was not met and the programme was revised with the objective of eradicating illiteracy in the shortest possible time.

In 1980, the government changed and in 1981 the Ministry of Education established priorities for education within the government's commitment to a "National Programme for Reconstruction". JAMAL was therefore restructured and Ministry Paper No. 83 (August 1983) sets out the new thrust for the programme as follows:

- The prevention of illiteracy by ensuring that children 6-11+ years-old attend school regularly.

- Linkages with the formal school system for continuing education.

- Reclamation of 15-19+ year-olds by the provision of literacy and o[illegible]ational skills.

- Remedial literacy for residual illiterate adults.

- The prevention of literates lapsing back into illiteracy.

JAMAL

In 1974, the name National Literacy Board was changed to JAMAL Foundation, Jamaican Movement for the Advancement of Literacy, and the objectives broadened as follows:

- to eradicate illiteracy in Jamaica within the shortest possible time;

- to improve the literacy skills of the adult population of Jamaica.

These objectives were to be implemented by:

- A national board comprised of volunteers representing the whole community.

- A paid executive officer, operating from an established national headquarters.

- Eight assistant directors and eighteen zone officers.

- A local committee system of voluntary members, comprising zone and area committees.

The programme made rapid strides, but there were still some major problems limiting its effectiveness. Some of these were identified as:

- the almost complete dependency on the use of voluntary teachers whose academic competence varied considerably, thus impeding the effectiveness of the teaching/learning process;

- lack of follow-up literature geared to the interests and vocabulary of programme graduates;

- the need for more effective field monitoring and supervision;

- high rate of dropouts among both students and teachers.

Dropouts were due to many reasons:

- high percentage of student pregnancies;

- lack of continued motivation;

- poverty and unemployment;

- seasonal work;

- migration in pursuit of employment.

Because of the voluntary nature of the programme, some of the teachers found it impossible to continue indefinitely; they also migrated in search of employment. Many who volunteered dropped out when they found they could not cope.

The JAMAL statistics in 1983 showed the following:

Number of centres	3,895
Number of classes	7,495
Student enrolment	88,728
Students attending	39,082
Teachers attending	12,907
Teachers in-service	5,098

The number of student graduates from 1972 to 1983 was 214,000.

Recruitment Centres and Classes

JAMAL has maintained a continuous programme of recruitment and a motivation in the press, on radio and television, and through films shown by mobile units which circulate throughout all of the parishes. A variety of classes geared to meet student needs whenever possible are conducted throughout the country. The programme is opened to all non-readers and low-level readers. However, priority groups for concentrated programme activity have included the:

- 15-35 age group

- shift workers

- seasonal crop workers

- industrial and agricultural workers on site

- domestic helpers

- unemployed persons - especially in towns

Methods

The strategy involves the use of volunteer teachers using the "face-to-face" approach, supplementing their efforts with professional instructional programmes utilizing television, radio, films, as well as audio and video cassettes. Earlier studies have shown that a national campaign of this magnitude must make extensive use of the mass media both for instructional and motivational purposes.

The pedagogical techniques evolved over several years have been tried and tested and reflect the needs of the Jamaican situation. Various types of classes are organized to facilitate student attendance.

Contents

Formal and nonformal education have been accepted as essential to development. Qualitative and quantitative nonformal education is necessary to establish the process and monitor the pace for stimulating adults to an awareness of themselves and to recognize the potential of their natural resources. These resources cannot be fully utilized until the human resources have been developed, harnessed, and put to productive use.

Hence, the objectives of adult learner behaviour were formulated and accepted by the Board in 1973. The objectives identify areas of education appropriate to the adult concept of everyday living (Lifelong Education).

The curriculum content reflects these objectives with thirteen themes, specially selected to promote the overall development of the individual. These are used for developing the curriculum, preparing reading materials, training staff, and stimulating group discussions.

The themes are as follows:

- Identity of self image

- Citizenship and government

- Consumer education

- Community
- Continuing education
- Home and family life
- Health and hygiene
- Nutrition
- Food production
- Occupation
- Work
- Communications - general reading, writing, computation
- Enquiry and critical thinking

Recent Developments

There was a change of government in 1980. In 1981, the new government announced its policy for education and its priorities for urgent action over the next five years:

- compulsory attendance at primary schools of children 6-11+ years old;
- re-direction of the JAMAL Programme to incorporate nonformal education for 15-19+ year-olds;
- rationalization of the secondary school system;
- rationalization of examinations.

The JAMAL Programme was reviewed by the Ministry of Education in 1981 in light of its achievements, objectives, identified problems and operational costs. It was concluded that certain changes were necessary in order to make the programme more responsive to educational and social needs, as well as national priorities.

The JAMAL Programme has, therefore, widened its objectives to reflect the new priorities of the Ministry of Education, as

well as to attempt to come to grips with some of the problems which have affected the programme over the years.

New Objectives

The new objectives are summarized as follows:

- assisting the prevention of illiteracy by ensuring that children between the ages of 6 and 12 attend school regularly;

- providing literacy and basic occupational skills training for non-readers aged 15-20 years;

- preventing a lapse in literacy, through the provision of follow-up literature for the 'new readers'.

The JAMAL Foundation, which up until 1982 had been responsible for the curative aspects of illiteracy, now has the additional task of ensuring that children between the ages of 6-12 attend school regularly, thus assisting in the prevention of illiteracy. In order to achieve the new objectives, certain structural changes have been effected in the management and organizational structure.

These changes are intended to:

- improve management control in the parishes, thus facilitating more effective monitoring and supervision of the programme in the field;

- improve pedagogical standards in adult education centres and evening centres, thus facilitating the introduction of two additional levels - 5 and 6 - and the upgrading of the educational level of students;

- establish closer relationship with primary schools to aid the automatic flow of non-literate school leavers into the JAMAL Programme;

- develop adult education centres into multi-purpose training centres providing training for literacy teachers and training for students in literacy and basic occupational skills.

Management Structure

The Foundation is managed by a board of directors, assisted by parish committees and divisional and district committees. An executive director, assisted by a deputy director and five assistant directors, administers the programme from the national headquarters in Kingston. (See Appendices 5 and 6.)

Plans for implementation of the programme include:

- full-time centres;

- adult education centres (AECs) - multi-purpose training centres catering mainly to non-readers of 15-20 years between the hours of 9.00 a.m. and 7.00 p.m. on a shift basis - providing:

  i) Literacy and skills training

  ii) Training for literacy teachers;

- part-time evening centres, utilizing as far as possible educational institutions and the services of trained teachers, which will cater mainly to 20- to 35-year-old persons;

- evening classes conducted by voluntary teachers, which will cater mainly to persons over 35 years of age;

- radio and television programmes for instruction and motivation;

- publishing of materials for neo-literates;

- organized skills training programmes;

- use of more trained teachers in adult education centres;

- training of voluntary teachers;

- intensified collaboration with educational and other institutions for continuing education.

Financing of JAMAL

In keeping with its organizational concept of self-help, the JAMAL Programme is funded on a two-tiered basis:

- by annual governments subvention; and
- by donations in cash or kind from all available sources.

The national input can be estimated as follows:

- government subvention for 1982/83: J$ 8.5 million (US $ 2.2 million);
- value of volunteer teachers services conservatively estimated at J$ 13 million in 1979;
- value of full accommodation for classes given is conservatively estimated at J$ 13.5 million;
- other local input from gifts in cash or kind.

With regard to inputs from international agencies and foreign government:

- The programme has received from time to time very valuable technical assistance in the form of donated equipment, consultants and experts and training fellowships for staff through international agencies such as UNESCO/UNDP, World Literacy of Canada, Australia and Great Britain.
- Among the outstanding donations was the UNESCO/UNDP contribution of US $ 400,000 over the period 1972-1975. Some of the present electronic studio and printing equipment came from this source.
- Another outstanding donation of 390,000 EUA was received from the European Economic Community (EEC). This was provided for the training of volunteer teachers, the provision of printing equipment, motivational equipment, classroom and instructional media equipment, teaching aids and equipment for the establishment of twenty training centres, as well as communications and studio equipment for the

production of television, radio and video-taped educational programmes for classroom instruction.

2. THE LITERACY AND POST-LITERACY ACTIVITIES OF JAMAL

2.1 Methodological Approach

The JAMAL methodology and materials for teaching adults are geared to the following four levels or grades:

Level 1: total non-readers - students who have never been exposed to the formal school system.

Level 2: lapsed literates - students who have attended the formal school system for short periods or irregularly.

Level 3: hesitant readers - those with poor comprehension.

Level 4: fairly fluent readers - lack comprehension skills, English usage, and the ability to solve simple mathematical problems.

a. Stages in teaching reading

The basic components of the teaching of reading to adults are organized in stages as follows:

Stage I: Familiarization with Books and Other Reading Materials

Picture reading for motivational purposes and local points of discussion - relationship of written and spoken words. Since adults are very sensitive, anxious and easily demotivated, some actual reading

should take place at this stage. The 'Look and Say' Method - Word Recognition - can provide the kind of psychological effect that would be desirable to capture interest and develop confidence at the very beginning.

Techniques

Word recognition: simple written books on topics of general interest, limited vocabulary of familiar words.

Teaching of whole sentences (as adults talk), phrases, then words. Relating situation to actual students' situations; relating written words to objects and actions where possible. The first stage is provided for in the reading readiness book [illegible] - JAMAL pre-primer.

Stage II: Mechanism of Reading

Phonics - a systematic method of learning
- letter sounds
- letter blends and in general,

formation of words preceded by exercises for visual and auditory discrimination and auditory perception.

Techniques

These vary - but the prepared sequence should provide the basis for independent confident reading as a result of the ability to "unlock" new words.

Word games and reinforcement exercises of varying types should be employed. Level 2 Reader + [illegible] to Jamaica. Level 3 + [illegible] and [illegible] Nature.

Stage III: Independent Reading

Ability to recognize and understand words and their meaning without too much difficulty. Comprehension and practical application of written matter. Use of Dictionary.

Techniques

Recognition of the progression of reading difficulty; continuation of students' participation by way of the development of groups and individual work projects.

Level 4: supplementary readers and other support materials.

Methodology

- Look and Say Method
- Phonics
- Combination of Look and Say and Phonics.

A curriculum has been developed which includes reading, writing, mathematics and other related subjects.

b. Determining the level of the learner

All students who enroll in the adult education classes are given a simple test to determine their reading ability. If they cannot read at all, they are placed in the class using the basic reader, Level 1 - *Sar Claar and Sar Family*.

On the completion of each reader, the student is given a test. It is from this performance that he/she is promoted to a higher level.

Each student who has completed the course (i.e., to the Level 4 reader) has the option of completing an achievement survey questionnaire designed to measure the standard of functional literacy attained.

Level 4 is equivalent to grade 6 in the formal primary school system in the basic subjects. Successful students may now continue their education at levels 5 and 6.

Priority was given to the following tasks: the establishment of seven different types of classes to facilitate easy access and meet the particular needs of students; the establishment of an in-house printery to provide test and supplementary reading material for students; the introduction of an achievement survey test and formal graduation ceremonies to give students a sense of achievement and encourage them to continue to upgrade their skills; and the introduction of a new

approach to motivational activities and incentives such as the JAMAL National Quiz Championship, folk theatre, mobile film units and roadside classes.

2.2 Materials for Learning and Teaching

Although the main objective of the literacy programme is to provide functional literacy in the shortest possible time, the materials for learning and teaching must not of necessity be specifically geared to this end.

The criteria accepted by JAMAL for functional literacy can be expressed as: "Being able to read and write to junior standard with primary school (the fourth level of JAMAL's graded readers). Using such mental processes as judging, assessing and generalizing satisfactorily and applying the above mental skills for the gainful exploration of one's environment." These criteria are borne out in the curriculum programme provided in the classes and in the development of the teaching materials. Students are given instruction in reading, writing and computation. Therefore, the main objectives of the materials are:

- to form the basis of a reading programme concerned with the development of reading abilities in comprehension and clarity of expression through workbooks;

- to provide exercises which will lay the foundation and increase phonetic skills;

- to provide for vocabulary expression through games, word comprehension, phonetic drill and other teaching aids;

- to provide through the media of radio and television, cassette and video recorders assistance to

  (i) teachers in the effective use of methodology in the presentation of the lessons and

  (ii) students in the acquiring of literacy skills.

a. Description of the basic material

- basic readers

- workbooks
- teachers' guide

The materials designed for use by students and teachers of the adult education classes are divided into two categories:

- basic reading materials - used in the direct teaching/learning process;

- supplementary reading materials prepared for students in order to:

  i) provide information on a variety of subjects;

  ii) provide reading practice for students at each level;

  iii) prevent a lapse in literacy.

- basic teaching material.

The basic teaching materials used at present, with the exception of the teachers' guide and workbook for Level 4, are those which were originally prepared for the Literacy Programme carried out by the Social Development Commission during the period 1953-1972. With a few minor revisions, these have been reprinted.

There are four readers in the series, one for each level. Each reader is accompanied by a workbook and a teachers' guide.

Level 1

(1) *Basic Reader: Our Class and Our Family (Colour - Grey)*

This book is divided into ten lessons, at the end of which students should have learnt 33 words by sight. This method of teaching students to recognize words by sight only is known as the "Look and Say" method.

(2) *Workbook*

The accompanying workbook is divided into ten lessons, each corresponding to a reading lesson. In this, students make their first efforts in

writing as well as reinforce words learnt in the reading lesson.

(3) *Teachers' Guide*

The detailed teachers' guide used in collaboration with the reader and workbook, suggests to the teacher:

- the way in which he/she should conduct the particular lesson;
- the aims and objectives of each lesson;
- the amount that should be taught in each lesson;
- suggestions for topics to be used in class discussions.

Level 2

(1) *Basic Reader: A Day with the Sharpes (Colour - Red)*

This is the next reader in the series.

Along with the Look and Say method used at the first level, the students begin at this stage to learn phonics, i.e.,

- developing good listening habits
- discovering and identifying:
  - i) consonant sounds, initially, finally and medially
  - ii) vowel sounds
  - iii) consonant and vowel blends
  - iv) consonant blends

A set of workbooks dealing with phonics is provided. At the end of this reader, in addition to the words they have learnt by sight in the basic

reader, the students should be able to recognize words associated with the sight words in the basic reader and pronounce them independently as well as begin to discover new words.

(2) *Workbook*

This is provided to accompany the reader. The exercises which the students have to do require comprehension and writing skills.

(3) *Teachers' Guide*

The detailed teachers' guide, which helps the teachers to obtain maximum results from the students, accompanies both reader and workbook.

Level 3

(1) *Basic Reader: Henry Sharpe (Colour - Yellow)*

In this reader the story of Henry Sharpe's life continues. Greater emphasis is placed on phonics at this level, at the end of which students should be able to pronounce for themselves most words, using the sound taught.

(2) *Workbook*

As with the other readers, a workbook involving writing and comprehension is provided.

(3) *Teachers' Guide*

A teachers' guide is also supplied with the third-level reader and workbook.

Level 4

(1) *Basic Reader: Henry Sharpe Learns to Drive (Colour - Green)*

Students at this level should have little or no difficulty in recognizing immediately the words they have met in the previous readers. They should be able to pronounce for themselves a large number

of words. The teaching of phonics is intensified (at this level) as more emphasis is placed on syllabication, prefixes, suffixes, antonyms, silent letters and words with letters having irregular sounds.

(2) *Workbook*

A workbook with emphasis on comprehension is provided.

(3) *Teachers' Guide*

A detailed teachers' guide also accompanies reader and workbook.

b. Production of the basic material

In order to prepare reading materials for students attending classes in the JAMAL Programme, it is necessary that certain criteria are adhered to:

- the number of levels signifying academic standard to be attained;
- the type of materials to be written;
- a system of grading words in basic readers according to colour (for easy identification).

Vocabulary

- The vocabulary must be made up of words expressing adult experience.
- All words with doubtful meanings must be adequately explained by their context and repeated frequently.
- Repetition should, however, be carried out naturally and as unobtrusively as possible.
- New words should be introduced gradually and according to a regular pattern.
- The reading difficulty should increase as the book progresses and each reader should begin at a

slightly lower reading level than that at which the previous one ended.

- Ideas must be expressed clearly.

- Sentences must be short, but should vary in length to ensure smooth, easy reading.

- The material should be presented in digestible parts; each unit must be small enough to be easily absorbed by the reader.

Content

- The content of the story must relate to the experience of the reading audience.

- The events should have practical application, i.e., present and solve a problem.

- The solution must be within the practical reach of the student.

Style

- For beginning readers, books should be written in story form.

- The characters should live.

- The events in the story should be realistic.

- The sequence of the events must be logical.

Illustrations should be used to:

i) clarify the text;

ii) add visual appeal;

iii) convey the main point of the page that it is illustrating.

Workbook

Exercises should be prepared to:

- assist in reinforcement of reading skills;

- provide writing practice;

- develop comprehension.

2.3 Philosophy of the Teacher Training Programme

The teacher training programme is designed to provide training for voluntary literacy teachers in the following areas:

- psychological and sociological characteristics of adult learning;

- adult learning principles and attitudinal behaviours;

- teaching of reading and writing;

- computational skills;

- guidance of students;

- programmed learning as applied to adult education;

- establishing and writing programme objectives;

- testing and the place of testing in the programme;

- developing supplementary materials to meet students' needs;

- evaluation of instructional materials.

The programme is based on the philosophy that our people have the ability to think and to learn and are thus endowed with the potential for personal development. The personal growth of the adult learner should not be confined only to the skills of reading and writing, but should be recognized as contributory to the greater total development, which includes the ability to reason and the acceptance of desirable attitudes towards other members of the society, towards work and productivity, and towards other significant aspects of national life.

Objectives of the Teacher Training Programme

To help teachers to:

- Understand the learning process of adults.
- Grow in their understanding of their students' needs.
- Understand the objectives and goals of the JAMAL Programme.
- Understand their role as voluntary teachers in the programme.
- Increase their understanding of factors which contribute towards the development and maintenance of a good student-teacher relationship.
- Become familiar with the instructional techniques and materials used in the programme.
- Make full use of training materials prepared for the teachers themselves.
- Become more knowledgeable about Jamaica's life in all its aspects in order to be better equipped to stimulate and maintain relevant class discussion.

The sensitivity of the adult literacy programme requires certain attitudinal behaviour, hence focus is placed on the following attitudes:

self confidence	tact	initiative	sympathy
tolerance	empathy	humility	concern
patience	honesty	enthusiasm	willingness to learn
adaptability	dedication	commitment	

To achieve the stated objectives, the teacher training unit has a co-ordinator who, with the unit manager, plans training sessions and assists assistant programme managers and part-time teacher trainers. There is close collaboration with other field staff who are responsible for motivating and recruiting teachers and students in the programme.

To effect the training of these assistant programme managers and part-time teacher trainers, different types of courses are

planned and carried out as follows: residential courses, training days, training sessions and on-the-spot training classes.

An initial training course, however, takes up a period of 12-20 hours, depending on the academic achievement and experience of the teacher.

Training is further extended to continue development in techniques through "Follow-up" and "On-the-Spot" sessions, in which much emphasis is placed on the use of games activities, role playing and skits geared to reinforce reading and computation.

Teachers are also taught how to construct simple teaching aids to be applied in games, e.g., flash cards, clock faces, etc.

Some games used:

Word dominoes
Word bingo
Letter dice
Word matching game
Number blocks
JAMAL climbing ladder
Concentration
Lovers
Triplets

Because of the number of voluntary teachers involved in the programme and because of the difficulty experienced in having all these volunteers attend organized training sessions and seminars, it was found necessary to use the electronic media for the diffusion of techniques and methodology in teaching.

The novelty value of the media helps to stimulate stronger teacher and student motivation, as well as popular awareness of the nature and scope of the illiteracy problem and the work of the programme.

To further improve teaching techniques, the system of micro teaching is used in training. The trainee demonstrates his teaching performance, has it recorded and played back for evaluation in which he participates, then employs the suggested corrective measures for improvement.

3. THE POST-LITERACY LEARNING STRATEGIES SELECTED FOR INTENSIVE STUDY

One of the main objectives of the JAMAL Programme is the prevention of regression. Phase 1 in basic adult literacy enables the student to attain reading, writing and computation to Level 4 of the JAMAL curriculum, which is the reading level equivalent to Grade 6 of the Primary System. It is, therefore, obvious that these students will need constant practice to develop and maintain proficiency.

These students should now be afforded the opportunity to continue to develop skills in fluent and intelligent reading.

The following are planned strategies to effect this programme:

- establishing levels 5 and 6 in adult education centres for continued programmes taught by trained teachers;
- provision of follow-up literature for neo-literates;
- expanding the link with public libraries;
- channelling neo-literates into educational institutions, e.g., trade training centres, evening institutes, community colleges;
- encouraging neo-literates to read specially prepared articles published in the New Readers' Page of the *Daily Gleaner*, and also the *Let's Read* literacy magazine, and supplementary materials;

- development of occupational skills in centres;

- general exposure to and participation in cultural activities.

3.1 Supplementary Reading Material

Supplementary reading materials are prepared for all levels of students, with the exception of Level 1. These readers are read for information. The writing of these materials is an important aspect which necessitates specialized techniques in preparation.

Some 63 supplementary titles have been produced. Each title falls under one of the eight topics listed. These topics are:

- national building
- history and cultural patterns
- agriculture
- self-reliance
- religion
- health and nutrition
- industry
- fiction

The vocabulary of the basic reader is extended through the supplementary readers. Materials of this kind should convey technical knowledge and provide information and entertainment.

a. Steps in writing supplementary reading material

The following are the steps which have to be taken before any particular piece of reading material is put out in the field.

(1) *Research*

It is advisable to consult more than one source, as often a particular book may express the author's individual bias. Also, certain facts (especially in historical matters) may have been updated through later research. Getting first hand information, e.g., visiting site, people, etc., is desirable.

(2) *First Draft*

In doing this, it is wise to keep in mind the level for which the book is intended. This saves time and energy as sentence structure, phraseology, vocabulary, content length will be geared towards this.

(3) *Vocabulary Check*

The first draft having been written, it is necessary that the vocabulary used be checked against the recommended Supplementary Reading Vocabulary of 3,000 words compiled by Dr. Edgar Dale - Professor, Adult Education.

While it is realized that Dale omits many words familiar to a Jamaican audience, this is nevertheless the traditional list that has been used over the years and will be until a Jamaican vocabulary list is devised.

Any word not included on the Dale familiar word list must be scored as unfamiliar. As the greater number of unfamiliar words maximizes reading difficulty, it is recommended that in every case where any unfamiliar word can be replaced by a familiar one, this be done. Yet discretion on this point must be exercised, e.g., if the word 'clever' is regarded as unfamiliar according to the Dale List, it should be replaced where possible by the word 'wise', which is a Dale familiar word.

Where a particular unfamiliar word is used in a context where no substitute word or phrase expresses the meaning as effectively (e.g., in technical material), then the word should be retained, scored as unfamiliar, and every effort made to repeat it as often and as unobtrusively as possible.

If a word is not only unfamiliar but technical as well, then where a definition enhances meaning, this should be given and incorporated within the text, e.g., the following use of the word 'immunization':

"Your physician can give almost complete protection against some of the diseases that babies and small children can get from other people. He does this by giving "shots" or vaccinations. This is called immunization". (1)

(4) *Second Draft*

Bearing in mind the number of unfamiliar and technical words the first draft carries, every effort should be made to reduce these to the minimum and repeat, where possible, the unfamiliar words.

(5) *Editing*

The second draft is now ready for editing. This is a very technical and time-consuming process by which the sentence structure, sentence length, phraseology, and vocabulary will be carefully examined, compared to that of the reader which the booklet complements, and - in some instances - rearranged and restructured. From this, the editor may find it necessary to either upgrade or downgrade the reading level of the material.

(6) *Third Draft*

Based upon the editing and the editor's comments, the third draft is written - taking into account the recommended length, vocabulary changes and sentence construction.

(7) *Word Count and Grading Material*

Using the Dale Formula, a word count of the material is taken and the computed words recorded. This is the most effective method of determining whether or not the material is written at the recommended grade. If the computation tallies with this, the material is then ready for illustration. If not, the content should be re-examined and efforts made to either reduce or increase the reading difficulty as necessary.

(8) *Illustrations*

It should be noted that illustrations serve two purposes:

- to reinforce and/or clarify meaning;

- to add interest and relief to the printed page.

Because of this, illustrations should be included at significant points.

(9) *Checking the Facts*

The typewritten, illustrated draft should now be sent to the individual or organization best able to check the content for accuracy. When this is returned the corrections, as indicated, should be made in the final draft.

(10) *Final Draft*

This involves the final typing up of the material. As it is from this that the printers work, it is important that the material be presented in the most attractive and correct fashion:

- chapter divisions carefully noted;

- paragraph structure properly and logically determined;

- pagination correctly done;

- content on each page made uniform.

The material is now ready for the printers.

In some cases (for example when the material is controversial), it may be necessary to expose a few cyclostyled copies to a sample number of the readers for whom the material is intended, and the response of each reader noted on a specially prepared form. This exposure is known as pre-testing. The reaction of the readers may often

determine whether drastic or minor changes have to be made to the content or presentation of the material.

b. The book-writing process

The book-writing process can be summarized in the following steps:

- selection of topic or area;
- deciding on the approach and outline of the book;
- writing of the book or booklet, guided at each step by consultation;
- editing of the book;
- re-writing of the book;
- vetting of the book by the content-area specialist, who checks the facts;
- final re-writing of the book;
- identification and preparation of illustrations and/or paragraphs;
- typesetting;
- paste-up;
- printing.

A sample synopsis of supplementary readers is given in Appendix 7.

3.2 Advanced Reading Materials

Advanced reading materials are prepared for students who have graduated at Level 4, as well as for persons not formally enrolled in literacy classes. In order to meet this need, which was expressed as a major concern in 1975, a competition in "Popular Literature" was sponsored by UNESCO/UNDP and JAMAL.

The aim was to provide reading matter that was current, relevant, and entertaining - that would stimulate a wider section of the population to enjoy reading. This project was called FULFIL - Follow-up Literature for Individual Learners.

It was open to Jamaican individuals or groups to submit entries according to the specifications laid down. The categories selected were:

- Unsung Heroes - Narratives about the little-known people who have made a useful contribution to the development of Jamaican life at the town, country or village level.

- Stories with an element of excitement and adventure or romance. The short story, essay or comic-strip format is used.

The entries were many and varied and - in addition to the prize winning stories, which were later published in book form - a number of them were carried in *Let's Read*, and short skits were presented on radio. This made a tremendous impact on the programme as writers were also identified who could supplement the JAMAL writers, when needed. Some of the books provide information on culture, sports, civic duties and other subjects of general interest, while others are novels or stories.

a. *Let's Read*

In addition to the books there is *Let's Read*, which is a quarterly publication printed in tabloid form providing new readers with an eight-page magazine presentation. The content varies from local, international and world affairs. Although it carries different subjects from time to time, some of the features are constant, such as "JAMAL News", "Phonics", and "Puzzles". "JAMAL News" deals with interesting events in the day-to-day operations of the organization - graduations, student opinion, letters, messages. "Phonics" is one of the techniques in teaching reading and, because of the complexity of the English language, it is necessary to provide many and varied types of exercises for practice. The puzzle takes many forms, chief of which is the crosswords puzzle.

Examples of some of the other features are: Series on the history of Jamaica from the time of the Spaniards to Independence, health, national heritage, energy crisis, hurricane

warnings, nutrition, accident prevention, our West-Indian neighbours, do-it-yourself, and first-aid hints. There are two special issues at Easter and Christmas, with an additional four pages each. These carry short stories, puzzles, recipes, greetings, songs, customs from around the world, special features, and the history of and relevant information about the Easter and Christmas seasons.

The objectives of this magazine are:

- to assist students to learn to read;
- to assist in maintaining reading skills and so prevent regression;
- to assist in broadening knowledge by providing information;
- to encourage the habit of reading;
- to provide enjoyment in reading.

For each issue, 5,000 copies are printed at a cost of J$ 3,900.

The magazine, prepared and printed at JAMAL, is distributed by special delivery from headquarters to the regional offices around the island. The regional officers distribute copies to the programme managers in parishes, and these are taken to the classes and are available at their offices for other interested persons.

The target audience is mainly JAMAL students, but the content of the magazine is usually so interesting and informative that it finds its way into many homes, libraries, schools, doctor's offices and even foreign lands.

Let's Read started out as a monthly paper; however, due to shortage of suitable paper and shortage of staff in the materials production section and the printery, it had to be reduced to a quarterly. The quantity also had to be drastically reduced from 60,000 to 5,000.

b. New Readers' Page

The New Readers' Page is a joint *Daily Gleaner*/JAMAL production. The *Daily Gleaner*, which is the most widely distributed

paper in the country, has donated a page twice monthly to JAMAL.

The content of the page is the selected news of the previous week (local and international), which is simplified and written in large type for easy reading by new readers. This is sent to the *Gleaner* for publication, along with other articles such as JAMAL news of graduation, special functions, student achievement, forthcoming events, crossword puzzles, feature story and the JAMAL "Benny" cartoon.

The objectives are:

- to improve the reading skills of the new readers;
- to encourage new literates to read;
- to provide world news through the print media;
- to encourage new literates to become more involved in the activities of their country;
- to give them the feeling of success.

The distribution is done by the *Daily Gleaner* to readers in every part of Jamaica. The cost of the newspaper is 70¢ for weekday and $ 1.00 for Sunday issues.

3.3 The Media Programme

The teaching of literacy throughout Jamaica by the use of a combination of face-to-face teaching and radio and television programmes has been most effective and successful.

The reasons for the use of radio and television are four-fold:

- the need to match mass demand to limited teacher resources;
- the need to support - through centrally arranged lessons - volunteer, part-time teachers of adult groups who themselves have not had the time to undergo training or to prepare their own material in any depth;

- the novelty of the media, which helps to stimulate higher student motivation and thereby maintain interest;

- the effectiveness of using these national media to stimulate popular awareness of the nature and scope of educational problems and of the resources available to help solve them.

Media programmes have been used in the Jamaican literacy programme since 1966, first as a closed-circuit experiment conducted amongst specific groups, then in 1967 with regular programmes - "Together We Learn" - beamed in regular broadcasting time on the two commercial radio stations, RJR and JBC, and on television.

Objectives

The main objectives are:

- to provide for training of adult education teachers through the use of audio-visual materials and equipment;

- to supplement the teacher-training programme;

- to provide some measure of training for those adult education teachers who find it inconvenient to attend, or to get time-off from their jobs to attend specific training sessions;

- to upgrade teachers of adult education classes in techniques of student motivation and teaching methods;

- to accelerate the learning pace of students;

- to improve the instructional qualities in the classes.

Teacher Recruitment

Three levels of persons are engaged as teachers in the JAMAL Programme.

- young school leavers who have no experience in teaching;

- teachers who have been trained for the school system with additional training in teaching adults, as well as in the uses of educational technology;

- housewives, social workers, civil servants, and people from all strata of the society, urged on by a spirit of goodwill and a desire to serve.

Because of the varying educational standards of these voluntary teachers, the instructional aspect of the programme has to be monitored. One way of doing this is through the media programmes which are specially geared to making teaching at the various levels more effective.

The present media programmes are prepared and broadcast under two distinct categories - instructional and motivational. Two series, "Teaching Box" and "TOTAL", are primarily instructional. (TOTAL is an acronym for Training of Teachers of Adult Learners.)These programmes are intended to assist teachers in problematic areas of their work. The series "Into the Light" and "Lamplight" concentrate on the motivational aspect.

All radio programmes prepared for JAMAL are recorded in its own studio, which can be used for video productions as well. Most materials utilized in motivational and instructional programmes for television are shot on 16 mm film.

Techniques and Methods

In television, the usual visuals, film strips, etc., are included with a view to more effective communication. Radio programmes depend on imaginative work-picture representation and a dramatic presentation.

A teachers' guide accompanies each programme. This is intended to give pointers to the classroom teacher regarding methods of teaching particular lessons, as well as in the classroom use of radio and television. The method used in the presentation of radio and television programmes takes into account:

- the level of competence of the classroom teacher of adult learners;

- the psychology of teaching adults;

- the limitation of the respective media;

- the limitation of studio time available both for recording and transmission;

- the requirement imposed by a commercial station on instructional programmes, and the difficulties inherent in the differences between each.

Content of Programmes

(1) *The instructional programmes* - Teaching Box - are televised or broadcast to students to guide them while they follow the programme. Curriculum areas presenting difficulties are presented in these programmes.

Areas being presently dealt with are:

- Reading
- Mathematics
- Phonics

(2) *The TOTAL programmes* are intended to assist the teacher of adult learners to achieve the objectives as defined for each of the subject areas stated above.

Topics selected are:

- Class organization

- Making and using teaching aids

- Picture discussion and the art of questioning

- Beginning phonics

- More phonics

- The use of media in adult education

- Introducing writing

- Introducing numeral

- Using supplementary materials

- Maintaining student interest

- Still more phonics

Other topics for discussion are included as the need arises.

(3) *The motivational programme* "Into the Light" is a magazine-type programme prepared for radio and television and aimed at motivating and informing the public on the activities of JAMAL.

(4) "Lamplight" is a five minutes' featurette for radio, intended to give current information on JAMAL.

Some Problems and Difficulties

- Students experience difficulty in getting to classes where the reception of the programme is monitored.

- Poor radio and television reception exists in some geographical areas.

- Timing of the programme. Since there are two radio stations, but only one television station, the competition for time - particularly for TV - poses a problem.

- Reliable maintenance system to keep equipment in continuous use is unavailable.

However, radio programmes are put on audio cassette tapes and distributed to classes. Video cassettes are also used in some of the training centres.

3.4 Skills Training

Formerly the skills taught in the classes were more in an adhoc fashion used primarily to motivate students to attend classes and at the same time to provide some measure of income from the sale of articles made.

The new thrust of the JAMAL Programme for occupational-skills training is an essential aspect of the re-directed educational programme for the age group 15-19+.

The main objectives of the new skills-training programme is to provide graduates with occupational skills which will generate much-needed income and provide communities with some necessary services for expansion and development, thus retaining persons in their own area and reducing the population drift to the main towns.

In an effort to obtain the above-stated objective, the JAMAL skills-training programme had been formalized thus:

- Skills training is now an integral part of the JAMAL Programme.

- All skills-training projects are being funded through the JAMAL Foundation.

- Existing skills-training institutions are being explored with a view to utilizing their facilities instead of setting up duplicate programmes.

- At the outset, skills-training programmes operated by the Foundation will be confined to full and part-time adult education centres.

- Each programme must satisfy the specific objectives of the Foundation, which is to provide each student 15-19+ with a marketable skill.

- The curriculum guide prepared for each project is designed to provide basic training in the project.

- A system of certification is designed for all JAMAL skills-training graduates.

So far twenty-three projects have been established in seven parishes. Ground work is being done for the start of projects in other parishes. The skills now being taught are:

- Woodwork
- Machine-shop skills
- Lithography
- Needlecraft
- Pattern drafting and designing
- Dressmaking
- Home management
- House-keeping for villas and apartments

- Silk-screen printing
- Basketry
- Straw work
- Agriculture
- Candy making

One community college and two secondary institutions are pursuing training in occupational skills for students in JAMAL classes.

The JAMAL student who has acquired a skill through training under the new system will be better equipped to join the labour force, to become self-employed, to seek further training in the related skill, and to hold his own in a competitive world. Here are practical examples of the development of two occupational skills projects which grew out of a real need. A description of two programmes related to this is given in the following two case studies:

a. Skills Project I - Sewing for babies can be fun

The attendance at one adult education centre suffered continued fluctuation. The teaching of academic subjects alone was not enough to maintain steady and regular attendance. The decision was taken to introduce skills training in order to integrate practical skills with academic study.

A questionnaire dealing with proposed projects was done by students in classes and the most popular selection - sewing for babies - was introduced to a class of fifteen students. This project was included because of the number of mothers attending literacy classes, the need for this skill, the small amount of materials required for making a single item, and the fact that these could be made by hand, where it was impossible to buy expensive machines. Most of these students had absolutely no idea about sewing for babies, and very few had mastered the most basic stitches.

A contribution of $ 100 and a sewing machine was given to the project by the Foundation, while other organizations donated irons, scissors, tape measures and pins. Difficulty was experienced initially in providing material for beginners. This was overcome through the collecting of scraps from some sewing establishments to be used in the early learning stages. As the students progressed, some material was bought and the programme was off the ground.

Time was spent not only in developing the practical skills but also in teaching the mathematics needed for measurements, purchasing materials, and selling the products, and the language of the subject necessary for recording description and expression. Students became more interested in these academic subjects, having seen their relevance to everyday living. In a relatively short period the students were able to measure, cut, assemble and sew small garments by hand - as well as by machine - and complete them with decorative stitches at a standard above average. They were also able to respond to small orders, the selling price of which was a little below regular market prices.

The proceeds from sales were used to maintain the project. Students participated in displays where a number of articles were exhibited; this resulted in the placement of orders and highlighted the need for establishing other projects in centres. Some students have now been engaged in sewing children's clothes for their families as well as for sale, thus increasing productivity and improving their economic status.

As a result of the success achieved, this project has been formalized, receiving full sponsorship by the Foundation. The students are now geared towards improving standards and skills and preparing for self-employment or employment in factories or establishments.

b. Skills Project II - JAMAL candies

Rationale

Portland is one of the parishes which has many beauty spots; its capital town, Port Antonio, is a tourist resort area.

Many people make their living by selling wares to tourists, e.g., craft, straw, carving. The need was always to supplement these with new and attractive creations to maintain sales, thus enhancing production and employment. After planning and experimenting, it was found that candy-making would be a viable project.

The Jamaica Tourist Board gave JAMAL students the opportunity to participate in its "Meet the People" parties by giving demonstrations on the preparation of Jamaican foods and selling the products. The venue is the Folly Adult Education Centre, and the programme is designed to provide training and upgrading

in candy-making, thus developing a marketable skill. It further sets out to:

- emphasize the 'earn-while-you-learn' approach, thus integrating academics with practical work;
- provide opportunity for participation in co-operative ventures within the cottage industry;
- provide training in simple accounting and business management skills;
- train participants in proper packaging of finished goods in keeping with the requirement of the Bureau of Standards;
- give training in producer/consumer relations and general work ethics.

The duration of the course is one semester of twelve weeks, and the maximum number of participants is twelve. The age group is 15-20 year-olds, starting from the Level 2 JAMAL standard of literacy.

Tuition is free; the materials in the initial stage were provided through donations from people who were interested in the project. The candy is prepared in 'blocks' and 'bumps' and is packaged in plastic bags. Special orders, however, are attractively packaged in mini baskets made by the students themselves and labelled 'JAMAL candies' and supplied to fairs, tea parties, stores and shops both within and outside of the parish.

The project has been developing satisfactorily and sales have been encouraging. A profit of $ 2,500 was made in five months. Recently a stove was purchased at a cost of $ 3,190. Orders are being filled. Assistance has been given by USAID for the expansion of the project.

A part of the profit has been utilized in giving assistance to other students at the centre as follows:

- subsidizing educational tours;
- providing some students with the basic necessities;
- ensuring consistency in class attendance.

As a result of the success of this project, other centres have visited and observed methods of production with a view to embarking on a similar project.

4. CONCLUSION

The educational system in Jamaica has over the years taken on added dimensions as it sets out to organize and orient education so that it can be integrated into the social and economic fabric of the country. Over the years, education has been faced with many problems, chief of which is the assumption that education is only for the rich. However, after many years of struggle there has been an appreciable change in the attitude of our people towards education as some of the poorest have aspired to, and attained, great heights of learning.

There are, however, many who have never been motivated into wanting to go beyond the stage of the 'village lawyer', who provides all the information, as well as other services in his village, although he himself is semi-literate. Hence, in order to avoid perpetuation of such situations, and in keeping with the building of an independent nation, efforts were made in the sixties to improve the basic adult literacy programmes. This effort also had its limitations and it was not until the seventies that it began to gain momentum, when the educated population recognized that the problem of illiteracy had to be seriously addressed.

Some special features of the JAMAL programme:

- It is regarded as one of the largest people's programmes in the country and has benefited 214,000 students who have come into the stream of functional literacy.

- It produces its own reading and instructional materials geared to the needs of its students. All

stages of the production are done at JAMAL, including printing. It also produces magazines and newspaper articles to reinforce reading and to provide information and motivation.

- It has its own instructional and motivational programme, using the media of radio and television for teaching and training.

- It has set up an evaluation and research department which provides factual and scientific information on the operation of the programme. The National Information Data Retrieval Operation (NIDRO) has been designed to collect and generate useful and dependable information for evaluating and disseminating information on the operation of the programme. Such information is analyzed and used as a guide in planning, mobilization, and recruitment. It also helps to determine fluctuations in enrolment, aids the reclamation of dropouts and serves as a guide for levels of reading materials. Very useful management tools produced for internal use by this department are:

  i) the directory of classes - which sets out the exact location of classes, students and teachers;

  ii) the data profile - which provides statistical information on student population, teachers and class level;

  iii) mobilization and recruitment activities - which focus on the recruits and the method and techniques used in bringing them into the programme and the report on class materials and teaching aids used in the classes.

- Awards scholarships to students for continuing their studies. These have been made possible through the generosity of institutions, private sectors, individuals and organizations.

- Substantial contributions have been made to the programme by international agencies and foreign governments.

- There is participation of the private sector, which not only assists by giving donations and funding projects, but provides for JAMAL classes to be held in their organizations for members of their staff. These are conducted during working hours, and students are given time off to attend. Some staff members are trained to teach and in other instances the teachers are paid by the private sector.

- The programme has played a significant part in the human development of the students. The successful development of self-esteem, improved work attitudes, discipline, self-reliance and confidence have enabled them to take advantage of training and other opportunities for self-improvement. This has been evident in community development, continuing education, utilization of skills learnt, wider exposure to national events, dance, drama and craft.

- For many years there has been a JAMAL/JBC Quiz, which has become a special feature of the programme. It was established as a means of motivating students and teachers and covers all the areas of teaching in JAMAL. It has engendered island-wide interest and is well supported by the private sector, which provides the many and varied prizes, which value thousands of dollars.

- The input of the voluntary aspect of the programme is outstanding and cannot be overestimated. Thousands of voluntary teachers have given yeomanly service over the years. Thousands of persons have served on committees at varying levels and, assisted by paid staff, have guided and monitored the programme.

- Educational benefits derived by the voluntary teacher in the process of receiving training to teach students cannot be bypassed. Many have been motivated to pursue courses in continuing education programmes.

- A major development was the establishment of adult education centres in 1974. These provided opportunities for basic and continuing education and the introduction of skills for persons fifteen years and

over whose exposure to the learning process had been minimal. Many of the teacher training colleges have invited JAMAL to conduct training seminars in methodology, techniques and materials in preparation for their participation in the programme. The Sam Sharpe Teachers' College has been further involved by way of accommodating and teaching JAMAL evening classes at the college. Scholarships of various types have been offered to students in order to attend community colleges, secondary schools, technical schools, business colleges, school of beauty culture, etc. These embrace a wide range of specialized areas and occupational skills.

- The Jamaica Library Service and JAMAL have established a strong link of co-operation which facilitates maximum use of the Library resources by students.

JAMAL continues to maintain a vital working relationship with educational and other institutions which cater for continuing education and skills training.

This paper sets out to briefly review the reasons leading up to the problem of illiteracy in the country and to illustrate the educational efforts made to cope with the social and economic needs of the people.

With all these programmes in place and with sufficient support and motivation, neo-literates should find an avenue for self-development, a positive attitude to work, and so be able to take their places in the society with confidence.

NOTE

(1) Taken from the National Association pamphlet 'Your Baby'.

APPENDIX 1

LIVE BIRTHS,(1) STILL BIRTHS, DEATHS, INFANT DEATHS, MARRIAGES AND DIVORCES (2) WITH SPECIFIED RATES, 1970-1982

Year	Live Births	Total Deaths	Infant Deaths	Still Births	Marriages	Divorces (Decrees Absolute)
1970	64,375	14,352	2,071	529	8,936	555
1971	66,277	14,078	1,798	744	8,368	528
1972	66,219	13,970	2,048	675	8,802	598
1973	61,857	14,157	1,622	616	8,905	644
1974	61,506	14,374	1,612	622	9,021	740
1975	61,462	14,004	1,427	659	10,188	688
1976	60,658	14,671	1,229	562	9,168	652
1977	60,423	14,245	916	532	8,652	674
1978	58,189	12,148	n.a.	425	9,523	748
1979	59,126	13,097	n.a.	440	8,949	756
1980	58,589	12,706	n.a.	423	7,781	768
1981	59,435	13,315	n.a.	402	7,020	599
1982	61,477	12,698	n.a.	n.a.	8,757	495

	Crude Birth Rate	Crude Death Rate	Infant Death Rate	Still Birth Rate	Marriage Rate	Divorce Rate
	Per 1,000 Mean Population		Per 1,000 Live Births		Per 1,000 Mean Population	Per 100 Marriages
1970	34.4	7.7	32.2	8.2	4.8	6.2
1971	34.9	7.4	27.1	11.2	4.4	6.3
1972	34.3	7.2	30.9	10.2	4.6	6.8
1973	31.4	7.2	26.2	10.0	4.5	7.2
1974	30.6	7.2	26.2	10.1	4.5	8.2
1975	30.1	6.9	23.2	10.7	5.0	6.8
1976	29.3	7.1	20.2	9.3	4.4	7.1
1977	28.9	6.8	15.1	8.8	4.1	7.8
1978	27.4	5.7	n.a.	7.3	4.5	7.9
1979	27.5	6.2	n.a.	7.4	4.2	8.4
1980	27.0	5.8	n.a.	7.2	3.6	9.9
1981	26.9	6.0	n.a.	6.8	3.2	8.5
1982	27.4	5.6	n.a.	n.a.	3.9	5.7

Source: Registrar General's Department
n.a. Not Available
(1) Live Births exclude re-registrations and late registrations.
(2) All the figures included here represent events registered in the relevant year.

APPENDIX 1a

POPULATION BY AGE AND SEX, OCTOBER 1982

AGE GROUP	1982		
	Total	Male	Female
ALL AGES	2,241,201	1,115,727	1,125,474
0 - 9 years	546,242	284,789	261,453
10 - 19 years	575,915	293,059	282,856
20 - 29 years	365,702	175,705	189,997
30 - 39 years	199,953	103,033	96,920
40 - 49 years	159,129	74,033	85,096
50 - 59 years	150,921	71,190	79,731
60 - 64 years	69,313	31,501	37,812
65 and over	174,026	82,417	91,609

Source: Demographic Sample Survey, Department of Statistics.

APPENDIX 1b

POPULATION BY PARISH, 1970 AND 1982

PARISH	1970		1982	
	End of Year Population	Mean Population	End of Year Population	Mean Population
ALL PARISHES	1,890,703	1,869,100	2,263,000	2,243,500
Kingston and St. Andrew	562,416	553,100	696,600	690,300
St. Thomas	72,051	71,500	82,400	81,600
Portland	69,038	68,600	78,000	77,500
St. Mary	100,966	100,300	113,700	113,100
St. Ann	123,006	122,000	142,400	141,300
Trelawny	61,917	61,400	71,500	70,800
St. James	106,942	105,600	134,200	132,500
Hanover	59,799	59,200	66,200	66,000
Westmorland	114,205	113,300	127,000	126,100
St. Elizabeth	127,911	126,800	146,400	145,200
Manchester	125,478	123,900	155,800	154,200
Clarendon	178,474	177,000	206,700	205,200
St. Catherine	188,500	186,400	242,100	239,700

Source: Registrar General's Department.

APPENDIx 2

MINISTRY OF EDUCATION: TABLE OF CATEGORIES OF SCHOOL AND ATTENDANCE - 1981 STATISTICS

CATEGORIES	TYPE OF SCHOOLS	NO. OF SCHOOLS	ENROLMENT MALE	FEMALE	TOTAL
Basic	Basic Schools (recognized)	1,063	-	-	80,132
----------	Basic Schools (unrecognized)	361	-	-	16,109
Government owned and operated	Infant Schools	29	5,132	5,316	10,448
	Primary Schools	283	84,078	84,308	168,386
	Infant Department (Primary)	52	2,182	2,322	4,504
	All Age Schools	503	126,009	122,738	248,747
	Infant Department (All Ages)	46	1,694	1,694	3,388
	Special Schools	6	1,228	1,023	2,251
	New Secondary Schools	80	48,683	46,105	94,788
	Secondary High Schools	46	21,161	30,979	52,140
	Comprehensive High Schools	6	3,514	3,877	7,391
----------	Technical High	7	3,737	3,954	7,691
Registered Independent	Vocational and Agricultural	2	-	-	-
	Kindergarten and Prep. Independent	108	8,946	9,676	18,622
	Independent Secondary School	59	3,634	6,381	10,015
----------	Other Independent Secondary School	68	3,362	8,036	11,398
Tertiary	Community Colleges	4	-	-	1,796
	Teachers College	7	604	2,899	3,503
	J.S.A.	1	252	104	357
	C.A.S.T.	1	1,950	1,410	3,360
	U.W.I.	1	1,940	2,228	4,168

APPENDIX 3

CASE STUDY - COMPULSORY ATTENDANCE

Manson Drake and his common-law wife Cindy Careless share a two appartment rented house at Parnasses with their five children: Tiny (14 years), Felix (13 years), Tony (11 years), James (8 years) and Sonson (3 years).

Manson is a labourer on the adjoining sugar estate and Cindy earns a few dollars a week as a cleaner at the local health centre.

Manson works hard but does not spend wisely. Very often on a Friday night he goes home late and drunk with very little money to show for his week's work. Cindy spends the little that she earns on food for the family and sometimes a dress for herself. She visits the square on Saturday nights and goes to dances often. It is not uncommon for both parents to be about their separate business on Friday and Saturday nights with the children left to do as they please. The weekly food supply is never enough and the children are inadequately provided with clothes and other necessities.

Felix, Tony and James often go to the nearby river to bathe and catch fish instead of attending school. Games occupy much of the time that should be spent in school. Very few books are provided by the parents and as the youngsters fail to make maximum use of these, the provision for books decreases. Their learning performance in the respective grades can only be regarded as unsatisfactory. Irregularity of attendance contributes largely to the low level of performance.

Tiny does slightly better at her class work, but prefers to go out and earn money.

Both father and mother have never attended P.T.A. meetings or participated in the Community Centre. The children's father knew of the JAMAL evening classes at the school but felt that he could not be helped.

The attendance officer's visit was very revealing. Cindy said that the children needed clothes to attend school, but they showed little or no interest in books and learning. When

books were provided they were not much use as they were not good readers. This discouraged their father from providing other books and materials. Very often they were sent to school but they did not go. She could read and write but their father could only sign his name. He felt that the children could still make a living when they grew up even if they could not read. She said that if she could collect Manson's pay before he started to spend it she could help the family much better.

The attendance officer outlined the importance of education, the need for better money management, family planning and parental control of the youngsters. He outlined the help and guidance given by some social groups.

What more can the attendance officer do?

What agencies can be contacted to provide further assistance?

What steps can be taken to get the parents to take positive interest in their children's education?

APPENDIX 4

TRAINEE PROFILE - HEART Trust

Michael Edwards, 20, a building skills trainee who graduated from the Lluidas Vale Training Centre recently, has issued a challenge to other young people like himself to apply to the HEART Programme. "I'd like to encourage young people at home not doing anything to try the Programme. It's a start for someone who's not working, and it helps you to learn a skill for the future".

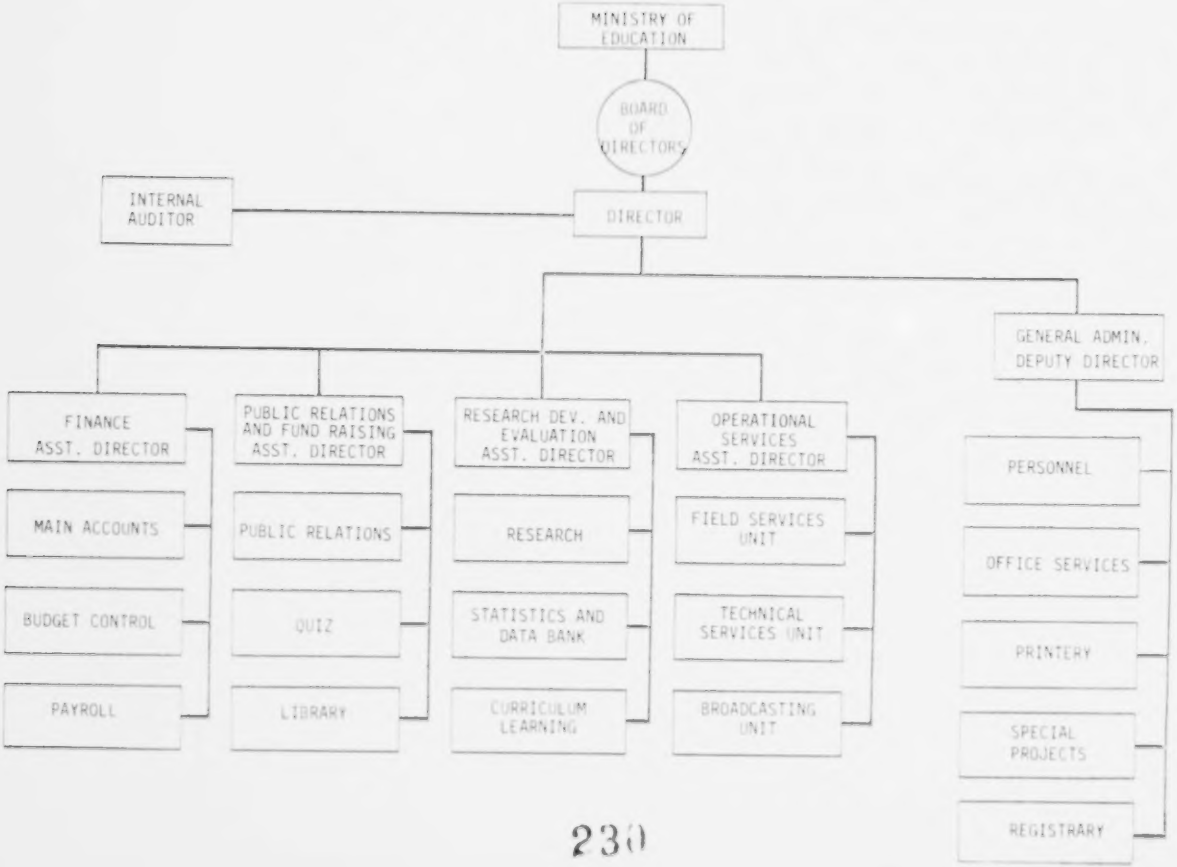
Michael now works at Pullen Manufacturing Company, a corporate area firm which specializes in the manufacture of metal products including school desks, chairs and letter boxes. He has been with the firm for three months and has been doing spot and arc welding, mainly with sheet metal.

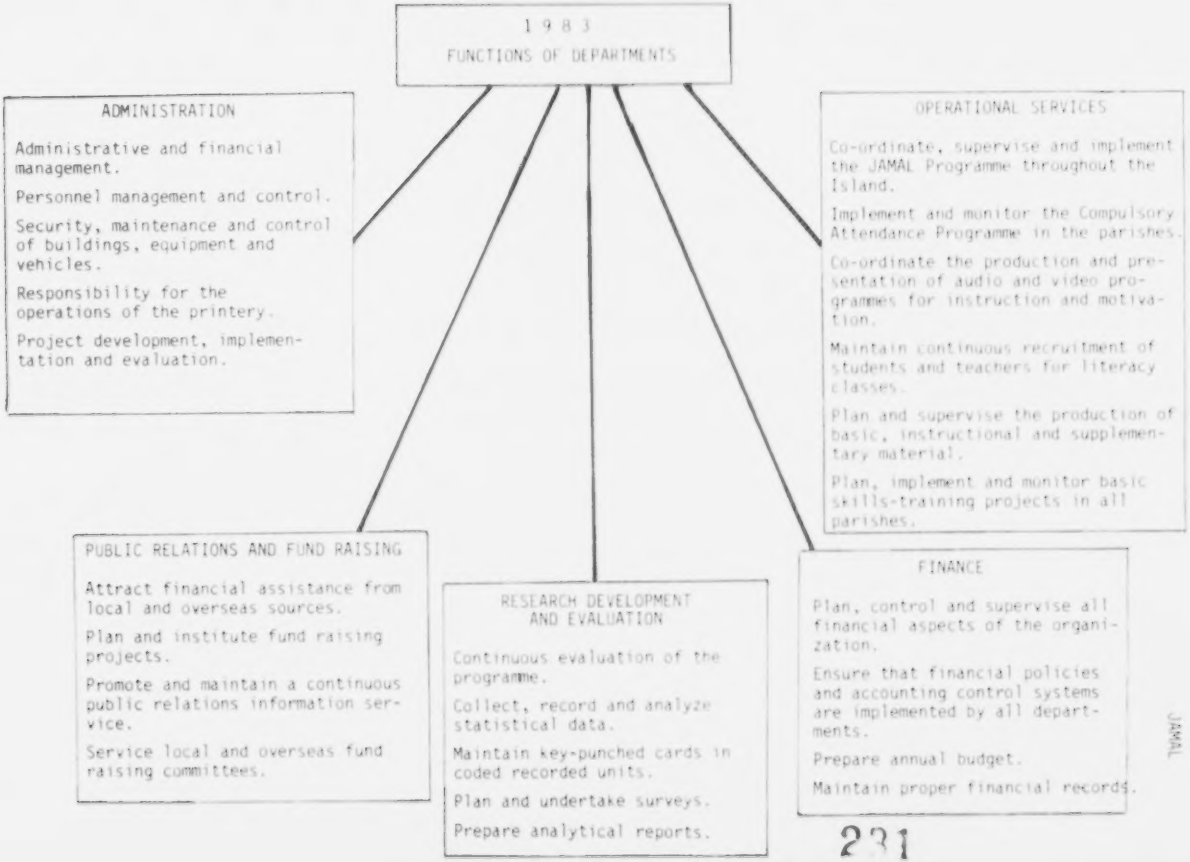
Michael pointed out that the six-month training programme involved welding and steel fabrication, pipe fitting and technical drawing - some of which he is utilizing at the firm. "My real interest" he added, "is to pursue a course in welding engineering, but the scope for training in Jamaica is too small for this. The training programme was good for me and gave me an opportunity to become more exposed to these skills and camp life as well".

In his personal life, Michael has strong interests in social work, volleyball and cricket. He is modest about the fact that he was awarded a prize for the best all-round student at the Lluidas Vale Graduation in April, but proud that he has a job now. For the future, he is anxious to go on to further studies as his training programme and present job have introduced him to a whole new set of career possibilities.

APPENDIX 5

ORGANIZATIONAL CHART - JAMAL 1983




1983
FUNCTIONS OF DEPARTMENTS
ADMINISTRATION
Administrative and financial management.
Personnel management and control.
Security, maintenance and control of buildings, equipment and vehicles.
Responsibility for the operations of the printery.
Project development, implementation and evaluation.
OPERATIONAL SERVICES
Co-ordinate, supervise and implement the JAMAL Programme throughout the Island.
Implement and monitor the Compulsory Attendance Programme in the parishes.
Co-ordinate the production and presentation of audio and video programmes for instruction and motivation.
Maintain continuous recruitment of students and teachers for literacy classes.
Plan and supervise the production of basic, instructional and supplementary material.
Plan, implement and monitor basic skills-training projects in all parishes.
PUBLIC RELATIONS AND FUND RAISING
Attract financial assistance from local and overseas sources.
Plan and institute fund raising projects.
Promote and maintain a continuous public relations information service.
Service local and overseas fund raising committees.
RESEARCH DEVELOPMENT AND EVALUATION
Continuous evaluation of the programme.
Collect, record and analyze statistical data.
Maintain key-punched cards in coded recorded units.
Plan and undertake surveys.
Prepare analytical reports.
FINANCE
Plan, control and supervise all financial aspects of the organization.
Ensure that financial policies and accounting control systems are implemented by all departments.
Prepare annual budget.
Maintain proper financial records.

APPENDIX 7

A SYNOPSIS OF SUPPLEMENTARY READERS - JAMAL

A Sample

Title: HOW TO REGISTER A CHILD
Author: Marjorie Gammon
Editor: Marjorie Kirlew
Level: 2

A step-by-step guide to child registering. Contains all the relevant sample forms.

Title: JAMAICA NEEDS THE FARMER
Author: Lorna Nembhard and Neville Farquharson
Editor: Dr. Inez Grant
Level: 2

The book illustrates the importance of the farmer to our country. It shows some of our common crops and has a page with questions for group discussions.

Title: KIM GOES TO HOSPITAL
Author: Dan Haggard and Linda Harris
Level 2

An account of life in a hospital. This book tells of the things one should take there, daily happenings and visits to clinics.

Questions are also asked at the back.

Title: LET'S KEEP OUR CITY CLEAN
Author: Mary Dixon and Patricia Donnelly
Editor: Marjorie Gammon
Level: 2

Helpful suggestions on how each citizen and each family may help to keep both homes and streets clean. Illustrated by cartoons.

Title: THE CREDIT UNION STORY
Author: Karl Phillpotts (in collaboration with) THE CREDIT UNION LEAGUE

Editor: Marjorie Gammon
Level: 3

This book explains the functions of a Credit Union. Written in a question and answer form, it gives information on all aspects of the Credit Union including: who runs it, becoming a member and processing a loan.

Title: HOTEL WORK AND YOU
Prepared by: Sharman Welds
Level 3

A breviary of information on the 'workings of a hotel and employment therein'. A must, specifically for those wishing to secure 'line' jobs, e.g., bartending and waitering.

Title: JAMAICANS - WHO ARE WE?
Author: Peggy Henry
Editor: Dr. Inez Grant
Level: 3

This book gives simple information on the different types of people who came to Jamaica, why they came here in the first place and the ultimate occupations of those who settled here. In short, it tells the story of our racial heritage.

Title: LET'S PLANT A KITCHEN GARDEN
Author: Neville Farquharson
Editor: Dr. Inez Grant
Level: 3

Helpful tips on planting vegetables in one's backyard. Details of what, when, where and how to plant are given. Most useful book for the cost conscious and hobby seeking.

Title: DRAINAGE AND IRRIGATION
Author: Neville Farquharson
Editor: Dr. Inez Grant
Level: 4

An instructive little tract for farmers on the varied methods of irrigation, which at the same time stresses the need for good drainage.

Title: FROM HORSEBACK TO JETPLANE
Author: Mary Dixon
Editor: Marjorie Gammon
Level: 4

This booklet describes the history of passenger transport in Jamaica. It tells about means of transport such as horses, donkeys, and buggies, then follows with the illustration of railways, tramcars, motor cars, motor buses and other transport.

Title: GUIDE TO LEARNER DRIVERS
Prepared by: Literacy Section of SDC
Editor: Lois Gayle
Level: 4

This book serves as a guide to those learning to drive.

Title: HOW THE OMBUDSMAN CAN HELP YOU
Author: Hilary-Ann Wheatle
Editor: Rudolph Smellie
Level: 4

This book gives a brief look at the job of Jamaica's Parliamentary Ombudsman and how he serves the public. It tells of some of the things he can and cannot do. This book also sets out how to make a complaint to the Ombudsman.

Title: A DAY IN THE LIFE OF NEVILLE BARROW
Author: Celia J. Kennedy
Level: Advanced

A study of the life of a single woman struggling to bring up her children in the ghetto area of Jones Town. She struggles on in spite of poverty, but her only possessions are destroyed in a spate of violence.

Title: THE COMMONWEALTH
Author: Karl Phillpotts
Prepared by: Technical Services Department (upgraded)
Level: Advanced

Facts of the Commonwealth - its functions and the countries that are members of it. Also included is a list of Heads of the States and Heads of Government of Commonwealth countries as at May 1975.

Title: EASY STREET
Author: Basil Lopez
Editor: Lorna Nembhard
Level: Advanced

Five character sketches written in a tone of affectionate recollection. Humorous and rather touching.

Illustrated.

DIBLIOGRAPHY

1. Demographic STATISTICS - 1982.

2. STATISTICAL Year Book of Jamaica 1981.

3. A Brief History of Education in Jamaica 1834 - 1968 - J. Carter.

4. Capitalism and Slavery; published by André Deutsch - Eric Williams.

5. Ministry Paper '83 Restructuring of JAMAL Foundation, tabled in Parliament - August 1983.

6. Budget Debate Speech by Honourable Michael Manley; Gordon House 1974, Agency for Public Information (API).

7. Compulsory Education Act 1965.

8. Some Suggestions for Writing Health Materials 1950 - Edgar Dale and Hilda Hagar.

9. The National Literacy Programme - National Literacy Board May 1974.

10. Jamaica - Radio and Television for Literacy - Final Report November 1968 - December 1971 - Daniel Martin.

11. Non-Formal Learning Jamaica Experience in Mass Literacy 1975 - Marjorie Kirlew.

12. Prime Minister's Speech - Launching of Human Employment and Resource Training (HEART) - 1983.

Chapter 4

THE DEVELOPMENT OF LEARNING STRATEGIES FOR THE POST-LITERACY AND CONTINUING EDUCATION OF NEO-LITERATES IN VENEZUELA IN THE PERSPECTIVE OF LIFELONG EDUCATION

by

Antonio Valbuena Paz

1. INTRODUCTION

1.1 General Background

Venezuela is a democratic federal republic located in the northern part of South America and composed of twenty states, one federal district, two federal territories and seventy-two islands. The country was discovered by Christopher Columbus in 1496 and was under Spanish domination until 1821, when, together with other countries in the region, it was liberated by Simón Bolívar and others.

Until the discovery of oil, Venezuela was an agricultural country, exporting coffee, corn, cocoa, sugar and other products. After oil was discovered, people in the rural areas went to the cities and to the oil camps looking for a better standard of living. This situation changed not only the economic life of the country but also the attitudes of the people who came to occupy the marginal areas which surround the big cities. Most of them were illiterate persons who easily found a job in the oil companies and changed their rural habits. Venezuela is no longer an agricultural country: more than 80% of the population lives in the urbran areas and only 20%, including persons from other countries, remain in the rural part. This historic change is essential to any understanding of the educational situation; otherwise it is sometimes difficult when working with these large concentrations of people to get them to understand that a job, money and food are not the only needs they have.

The following data about the country give a general idea of the context in which the post-literacy programmes, the object of this study, have been developed.

Constitution

A national constitution was approved in 1963 and partially reformed in 1973. All national and regional laws have to be in accordance with this constitution.

Political power

Political power comes from the people, who elect the president and the members of the two legislative chambers (Senate and Chamber of Deputies) in national elections every five years.

Area

The area of Venezuela is 912,050 square kilometers.

Climatic conditions

The country is situated in a subtropical zone with an average temperature of 27° C. However, there are places in the country where the temperature is below 10° C and others where it is 40° C. Venezuela does not have well-defined seasons.

Population

The population is approximately 17,300,000 with an annual increment of 3.5%. About 50% of the population is under the age of 20. For 1983 the general death rate was 5.9/1000 and the infant mortality rate was 39/1000, one of the lowest in the world.

Caracas, the capital with 4,000,000 inhabitants, and another nine big cities have, together, more than 50% of the population. In 1980 the labour force was estimated at 4,125,231. The average lifespan is 68.3 years.

Language

Spanish is the national language and only a few groups of people speak indigenous languages. These people inhabit the forests and the frontiers and are under government protection.

Ethnic range

The population is ethnically very diverse. The majority,

called *"pardos"* or *"morenos"*, are the descendants of white, negro and other settlers and the indigenous population.

Religion

There is freedom of worship but more than 80% of the population is Catholic.

Economic

The unit of currency is the bolívar, with an average exchange value of 20 bolívares for a U.S. dollar in 1985 (Abbreviation: V. B.s)

G.N.P. 70,820 million dollars in 1983.

Income per capita: 4100 US $.

International Reserves: 12,181 million dollars.

G.D.P. for 1984: 76,000 million bolívares, of which about 16% are spent for education as a whole and about 2.7% for adult education.

Infrastructure

Venezuela's broadcasting system and newspapers cover all the country. There are also four T.V. channels, of which the two privately owned ones cover almost 60% of the country and with the two official ones covering less. On all of the channels there are, by law, daily time-slots set apart for educational T.V.

The postal, telegraph and telephone services cover almost all the country. The telephone company services approximately one million subscribers. The telephone network is linked directly with North America and the principal cities of Europe.

The country has 60,000 km of roads, 8 public ports, 33 oil ports and 2 ports to ship iron; 5 international airports, 32 public and 250 private national airports, 2 national and one international airline and one national navigation company.

There are many social organizations and voluntary bodies which participate in all the aspects of the country's life, e.g. education and research.

The country has a large pool of "educated" personnel working at the universities, colleges, Ministry of Education and other institutions and who are organized in associations. These groups, alongside the political parties, constitute a real power which influences decisions in the educational field.

1.2 Education System

The educational system is divided into levels: Pre-school Education, Basic education (1st to 9th grade), Diversified and Professional Secondary Education (10th, 11th and 12th grades) and Higher Education. Beside these, there are modalities like adult education, special education and out-of-school education.

Since 1958 the country has allocated much of its budget and devoted great efforts to education, resulting in a quantitative improvement of the system, but with no significant evidence of improvement in its quality. This has impaired the development of human resources in spite of the great investments that have been made in this respect. For 1984 the educational budget was 17,932,757,789 V.B.s. out of which 13,688,827,783 was allocated to the Ministry of Education and 4,243,930,006 V.B.s to other official bodies working in the field of education.

From data given in the preliminary version of the VIth National Plan, the total pupil enrolment at the pre-school, primary, and daily secondary levels rose from 2,243,801 in 1970-71 to 3,692,760 in 1979-80. Of the total enrolment 84.6% was in public schools.

The actual population between 4 and 6 years of age has been estimated at 1,287,060, of which only 50% attend school. The population between 7 and 12 has been estimated at 2,384,717, of which 86% attend school. There are 1,173,800 young people between 13 and 15 years old, of which 62.9% receive education. Thus, approximately 334,000 children between 7 and 12 years and 439,000 youth between 13 and 15 years are outside the education system, the highest proportion of them being in the rural and marginal urban sectors.

In primary education (1-6 years of age) the dropout rate is about 8.8%, and in secondary education it rises to 16%. As one goes from one grade to another, the number of students that continue their education decreases. It has been estimated that out of every 100 students who entered the 1st grade, only 39 passed beyond the 9th grade.

The percentage of teachers in primary education without the required qualification is 18.5%, and 48% of the instructors in secondary education do not have their higher education certificates.

According to the Minutes and Account of the Ministry of Education, for the school year 1982-83 there existed in the country 12,990 schools of basic education (grades 1-9) at which 2,660,440 students were enrolled in grades 1-6 and 710,379 students in grades 7-9. For the students in grades 1-6 there were 100,681 teachers; enrolment at this level showed an increase of 2.7 per cent (69,389 students) compared with the previous year. The average annual increase rate for the decade 1973-1983 was 3.6 per cent.

For the same school year (1982-83) the number of pupils repeating a grade in grades 1-6 was 265,328, representing virtually 10 per cent of the total enrolment in these grades.

The number of drop-outs totalled 136,549, a percentage rate of 5.3; for grades 7-9 enrolment increased by 6.3 per cent (55,446 students) with an average annual increase rate for the decade 1973-1983 of 5.4 per cent.

For the diversified secondary education (grades 10-12) there existed for the year 1982-83 some 2,226 schools at which 229,299 students were enrolled (included are those students in grades 7-9 who attended the same premises) and who were taught by some 84,341 teachers.

Higher education is composed of two sub-levels: the universities, institutes and colleges which offer short-term courses (2 to 3 years), and universities which offer long-term courses (4, 5 or 6 years). At this level, enrolment has increased tremendously. In 1970-71 there were 85,675 students and in 1980 312,000 students were estimated to have enrolled in 60 institutions. Most of them (79.3%) enrolled in the long-term courses offered by universities, which consume 40% of the total education budget.

Finally, when all the levels are considered, it was found that in 1979-80, 4,341,985 pupils were in the educational system. This means that more than 25% of the total population is receiving formal education.

1.3 Literacy Situation

In Venezuela the rate of illiteracy has decreased in the last 22 years. For 1958 the percentage was 56.8% for people 10 years and older. In 1961 the census showed that for the same age group the percentage was 34.8%, and by 1971 it had decreased to 22.9%.

In 1978 the Home Sampling Inquiry showed that the percentage of illiterates among those aged 15+ was 16.2%, i.e. there were 1,238,235 illiterates in a total population of 7,611,306 in that age group. The VIth National Plan pointed out for that same year that there were 19.5% illiterates and semi-literates, i.e., those without a level. This reduction of illiteracy is due, as stated by Navarro (1), to two types of action: the first (and maybe the one that represents the greatest effort) is concerned with the preventive aspect, i.e., that which ensures a greater number of children entering the formal school system. The second action has been taken in relation to the programmes, campaigns and intensive or extensive literacy plans that have taken effect with varied results.

From 1969 to 1977 there was a 10% increase in the school-age population (7-13 years). Ninety per cent of this age group participated in the formal education system. Thus, 10% did not participate and would presumably remain illiterate. In the case of adults, a constant reduction of the number of illiterates can be observed from the data given by the programmes controlled by the Ministry of Education. With the help of other existing programmes, it is assumed that the number of literates will increase.

Literate Adults

1958 - 63:	159,786
1963 - 68:	293,597
1968 - 73:	100,644
1973 - 78:	132,964

The figures given above reveal that the country has made great efforts in the field of literacy, but that there still remains a large number of people (estimated in 1978 at

1,238,235) who are considered as absolute illiterates. If the aptitudinally deficient people (i.e., those who cannot master reading and writing) constitute 3% to 4% of the illiterates, and the group of people who, due to their advanced age, do not represent a liability for the social and economic development of the country are subtracted from the number of illiterates, the remaining number of pure or absolute illiterates could be put at 800,000.

If we consider UNESCO's definition of functional illiteracy and the views of some authors who consider illiterates as those persons who have not reached a level of education above 3rd grade primary education, the situation as seen from the Home Sampling Inquiry in 1978 is as follows:

- In a population of 8,133,978 of 10 years of age or more, there are 3,038,105 (32.4%) functional illiterates made up of 1,315,256 pure illiterates, 330,808 without a level and 1,392,040 with one to three years of primary education.

- The situation varies if we consider the urban or rural areas and the different economic sectors of the nation. In the urban centres, with a total population of 6,162,197 (within the age group of 10 years or more), there are 1,743,551 (28.3%) functional illiterates, while in the rural areas, with a population of 1,971,781 (aged 10 years and over), there are 1,294,554 (65.7%) functional illiterates.

With respect to the work force, from an analysis of data given by the Home Sampling Inquiry in a population of 15 or more years, we can draw the following conclusions:

- Over 75% of the work force live in urban areas.

- Within urban areas the employed work force represents 55.6% of the total work force, while in rural areas it represents 56.9% of the total rural work force.

- In urban areas absolute illiteracy within the work force represents 7.37% of the total of those employed and 17.4% of those who are not.

- In rural areas absolute illiteracy within the work force represents 34.7% of the total employed and 17.4% of those unemployed.

- In urban areas absolute illiteracy among those that are unemployed is 13.6% and in rural areas the percentage rises to 41.2%.

- Within the group of those unable to work, 45.5% of those in urban areas are absolutely illiterate, whereas the percentage in rural areas is 71.3%.

- In urban areas the percentage of those who have achieved an educational level above primary education is of the order of 41.0%, while in rural areas it is only 10.0%.

It is equally noticeable that the majority of illiterates among males as well as females are to be found among those engaged in agriculture or related occupations. Absolute illiteracy among these occupational groups is 43.1% for males and 65.1% for females. It is observable that in the group of government employees and workers there exists 3.9% illiteracy and in the private sector an estimated 11.7%. The percentage of absolute illiteracy among employers is 12.9%, and among those that work freelance it is 27.9%.

1.4 Policy Matters

The information given above is a brief resumé of the situation of illiteracy in the country and gives an idea of the possible actions to be taken in order to reduce its incidence in the future.

The Ministry of Education (through its Adult Education Division) has attacked the problem directly through campaigns and the schools, and indirectly through radio and other media. INCE (The National Institute of Education Cooperation) has cooperated with massive programmes, such as the one during 1976-77 where, even though the results were a sixth of the objectives, this represented an important inroad into illiteracy in the mainly rural and marginal areas for which the programmes were designed. Other ministries and institutions also developed plans without any degree of effective coordination between them. However, in 1977 they created the National Commission for Adult Education which was composed of representatives from the following bodies: Ministry of Education, INCE, Ministry of Health, Ministry of Environment, Ministry of Defence, National Institute of Agriculture, Ministry of Agriculture and Livestock, Vene-

zuelan Conferation of Workers, Rural Federation and other public and private bodies which were later represented. The task of the Commission upon establishment was to develop the Andrés Bello Special Literacy Programme, amongst whose objectives were:

- to tackle the question of basic education for the adult illiterate population and to strive for the eradication of illiteracy within a period of five years;
- to improve the quality of life of the adult;
- to ensure the involvement of the adult in national development.

The VIth National Plan has divided Adult Education into two main fields: the first was literacy and helping those young people and adults who for various reasons abandoned formal school systems, to obtain diplomas and certificates; the second was training the youth and adults in tasks that will ease their incorporation into the work force.

During the years 1981-1985 the National Literacy Programme has been organized as a joint activity of the Ministry of Education, the Agrarian Institute, INAGRO, the Ministry of Agriculture, Fundacomún and other institutions, which has aimed at making literate the 1,028,950 inhabitants mainly from rural and marginal urban areas. From this total, INAGRO and INCE with the Direct Action Programme has undertaken to teach 600,000 (58), leaving the rest in charge of the Ministry of Education and other institutions.

The Ministry of Education planned to spend in the period from 1981 to 1985 a total of 1,537,391,600 bolívares in order to execute the Adult Education Programmes. to this must be added the amount given by other public and private institutions.

The Literacy Campaign, promoted since 1980 by ACUDE and involving on a national basis the Sono-Estudio method (discs, cassettes and books) warrants special mention. The programme benefits financially from significant voluntary contributions from the Community Development Department and enjoys broadcasting time granted by the radio and TV stations. In the initial stage the programme was implemented by groups under the direction of a private individual; in its second phase it was under the control of companies and other institutions which used their

employees and workers to make fellow Venezuelans literate. The outcomes of this action, which has been supported by the Government and which aims to contribute substantially to the eradication of illiteracy in Venezuela, are not yet publicly known.

One can draw the conclusion that, in spite of the great efforts made since the establishment of the National Literacy Commission, it has not been possible to achieve the required objectives. There still remain a large number of illiterate Venezuelans; according to scholars and Government sources this number is roughly one million.

The aforementioned conclusion is shared by the National Literacy Commission itself which, in the 'Interim Analysis of the National Programme of Literacy' of March 1983 stated that the aim of literacy as set out for the first three years in the VIth National Plan could not be achieved. This was for several reasons: firstly, the financial crisis the country is facing and which compels the Government to reduce its budgetary provision by more than 2 million bolivares, thus leaving the literacy campaign for the large part in the hands of the private sector; secondly, the programme is characterized by a high degree of discontinuity and a lack of coherence.

The content of the programme is not rooted in reality; often, the process of literacy is limited to the mechanical teaching of reading and writing. The Commission had advised that a policy be defined concerning the aims and precise outcomes of the actions undertaken by the member bodies concerned in the field of literacy. In addition the Commission is to coordinate efforts to maximize the use of resources which in the current financial situation are becoming more and more scarce.

The present policy is directed, firstly, at trying to ensure the fundamental right of all Venezuelans to basic education gained through admission and retention in the formal system; secondly, at intensifying literacy campaigns through the provision of post-literacy education to those citizens whose opportunities for personal and social development have been limited by their inability to read, write and compute.

1.5 Programme Objectives and General Methodological Approach

As mentioned above, in Venezuela those responsible for conducting education are conscious that actions directed towards the elimination of absolute illiteracy alone achieve only par-

tial results. Experience has also shown that when one does not go beyond initial literacy campaigns or actions, the people who are the objects of this activity relapse, in the course of time, into a state of absolute illiteracy or to minimal functional illiteracy. It is towards the elimination of functional illiteracy and the creation of new channels that will permit neoliterates to continue their education so as to achieve permanent literacy that the actions of the last few years have been directed.

To this effect, there exist plans and structures in the country to give adults and young people, formally, non-formally and informally, access to primary, secondary and even higher education; these plans and structures also aim to give adults and young people training in certain crafts and to open up to them possibilities for both personal and social growth. Educational plans express the consideration for an education that will strengthen the capacity for reasoning and for analysing, to judge and to create, that will develop the spirit of solidarity and working habits and which will enrich the inner world of each human being.

The need has been voiced of establishing only those literacy programmes that, in coordination with others, will guarantee continuity, through conventional or new channels, of the education of the literate.

Below are detailed a series of programmes or techniques of Post-Literacy Education which are being implemented in the country and for which certain legal provisions exist that make their execution possible. For each of these, objectives, targets, methodology, agencies, personnel, and other characteristics are given.

2. DESCRIPTION AND ANALYSIS OF MAJOR TECHNIQUES AND PROGRAMMES

2.1 Adult Primary Education

Up to June 1980, all children were expected to complete 6 grades of compulsory primary education. With effect from 27 June 1980, the New Education Law has extended compulsory education to 9 grades of Basic Education. Even though, according to the law, there should not be any adults who have not finished primary education, the statistics on functional illiteracy give a different picture.

Adult Primary Education, which was earlier conceived simply as a way of increasing the educational level of Venezuelans, is seen today as the first stage of a post-literacy process aimed at extending the indispensable cultural and vocational development so that adults can acquire and develop knowledge, abilities, skills and attitudes which will enhance their social life and productive work and also enable them to continue learning. This type of education is being provided by several institutions using diverse modalities. Some of these institutions are:

- The Ministry of Education through the Adult Education Division, the Popular Culture Centers and the Cultural Extension Centers that offer direct regular courses, and also a strategy called "Free Educational Treatment with Occasional Orientations".

  Adult Primary Education teaches 100,000 people a year. During 1958-59, 67,971 people were taught; by 1968-69 this figure had risen to 92,485, and for the year 1979-80 courses were offered to 133,963 participants. This

education, as mentioned above, is directed towards the completion of primary education and not only its beginning. In the period 1981-1985, 103,540 new places in Adult Primary Education will be created. Seventy-five per cent of those who register will be trained through regular courses in the Popular Culture Centers and in the Cultural Extension Centers; the other 25% through non-formal channels for which no fees are payable.

- Other ministries: the Defence Ministry offers courses in primary education to those doing their military service who have not attained primary education level. The Ministry of Justice offers primary education courses to those serving sentences in the various penitentiaries. The Ministry of Agriculture, which conducts agricultural programmes, also conducts programmes aimed at helping peasants complete their primary education.

- The National Institute for Educational Cooperation (INCE), which conducts literacy progarmmes, has developed a Directed Primary Education Programme for those working in companies associated with the Institute.

- Other institutions of a private nature such as the Catholic organization Fé y Alegría (Faith and Happiness), a non-profitmaking body. Fé y Alegría offers primary education through its communal centers and radio. There are also private commercial institutes that prepare adults for their primary education certificates, which are obtained through an examination conducted by the Ministry of Education.

2.2 Adult Secondary Education

At the second level of this post-literacy process, there is an offer to young people and adults (from the age of 16) of secondary education courses conducted during the evening. Apart from promoting their personal and professional growth, these courses entitle them, on completion, to a secondary education certificate, which is a requirement for entry into higher education.

Adult Secondary Education presents various modalities, from direct instruction in centres to self-learning. The only prerequisite is to demonstrate competence in one subject, taken

for one year or one cycle (a cycle is equal to two or three years) for which a certificate is awarded. The training in centers is different to that offered to young people and children who study under the formal system; it is more flexible and a student is assisted only when he or she needs help; i.e. it is a self-learning process. The instructor acts as a facilitator who orients the student and helps him to conform to his own particular study plan. The student goes to a center to obtain information and registers after drawing up his study plan with a teacher/tutor. The study plan is divided into semesters and the student organizes it according to his needs and aspirations, the only restriction being the number of credits which must be earned and the prerequisites for entrance. The student is primarily responsible for his own learning and can vary the amount of time he spends on his studies. There is also flexibility with regard to evaluation; the student can choose from several modalities of examinations. The system is based on the responsibility of the student, but the teacher plays an important part because he is the fundamental guide for the organization and development of each student's particular plan.

Adult Secondary Education is basically offered by the Ministry of Education, but, as in the case of primary education, other institutions, such as the Ministry of Defence (in army camps) and the Ministry of Justice (in penitentiaries), the INCE (through the levelling programmes) and private institutions (through the levelling programmes and either direct or correspondence courses), also participate in its provision. Whatever the institution offering Adult Secondary Education, it is the Ministry of Education which controls the quality of the graduates and which issues the certificates. As in the case of primary education, there is an offer of complete and complementary courses for secondary education through radio and television.

In 1980 the number of students enrolled for this level was 182,025; by 1982-83 this number had increased to 211,831 (105,325 men and 106,506 women). These students attended 382 schools comprising 4,183 sections and run by 12,376 teachers; of these totals 31,490 students in 93 schools comprising 1,003 sections and run by 1,507 teachers belonged to the private sector.

The VIth National Plan estimated that 231,658 adults would be enrolled for this level in 1985; it was thus necessary to create 49,633 new teaching posts during the period 1981-85.

Taking into account the levels of primary and secondary education, the total enrolment for 1982-83 was 328,150 students who attended 2,473 schools having 10,116 sections and run by 18,052 teachers.

2.3 Adult Higher Education

Adults who have obtained their secondary education certificates can enrol in any of the formal courses offered by the higher education institutions. These adults can also carry on their studies through the distance programmes offered by the National Open University and other universities. In this manner adults can carry on their studies without direct attendance in classrooms. They can continue their studies at home with the help of specially prepared audio-visual materials and with assessor tutors at the regional centers. Their learning is also helped by specially prepared printed materials and through national television programmes.

There are also special programmes for those in penitentiaries so that, after obtaining their secondary education certificates, they can go on to a university degree.

Generally, higher education institutions offer a series of courses through the so-called Continuing Education Programmes and Extension Programmes. They also offer a series of courses for adults whether they have received their secondary education certificate or not. The first programme offers courses, often of short duration, both within the various institutions and outside of them. Some of the courses aim at improving the professional skills of the participants, others at increasing their general culture. Extension courses are offered generally by branches of the higher education institutions in various small or distant localities. The courses cover a wide range of subjects, from specific aspects such as the application of a particular technology, to literacy, music or art appreciation, as well as environmental protection and other problems.

2.4 Other Strategies Outside of the Formal System

Other channels through which young people and adults receive post-literacy educational training include the following:

(1) The National Institute of Educational Cooperation

(INCE) is a legally constituted, autonomous body of the Venezuelan state, with its own independent grant from the national treasury through the Ministry of Education. Since 1958 it has been functioning with the principal aim of conceiving, promoting and establishing permanent programmes in the context of the integral realization of man, in accordance with the overall requirements for the development of the country. It involves social groups in its programmes so as to arrive at an acceleration of that development, using the most advanced techniques that will permit the transformation of the national educational reality. Through the quality of training provided by the INCE these groups it is hoped, will achieve greater acceptance in society as well as in the educational system.

To accomplish its objectives, INCE uses two methods: one based on direct, the other on indirect action. In the method of direct action INCE has developed two major programmes: one for manufacturing industry and the other for commerce and the service sector. It uses Capacitation Centers and mobile units for training adults in the following stages:

- *Levelling:* this is for the INCE participants and provides the basic knowledge necessary for entering the Professional Formation Centers.

- *Basic Training:* actions directed towards the endowment of knowledge and the indispensible basic skills to apprentices for the tasks intended by the industries.

- *Habilitation:* short courses directed towards the training of semi-skilled workers.

- *Formation:* method of teaching directed towards the development of skills and the minimum knowledge that will permit individuals to occupy qualified jobs.

- *Accelerated Formation:* method of professional teaching directed towards the development of skills over a short period and the provision of the minimum knowledge that will permit individuals to occupy

qualified positions in their work-places.

- *Complementary Formation:* method for improving the knowledge or skills previously acquired so as to enable individuals to be more productive in their work. This level includes perfection, specialization and improvement of the basic skills of the participants.

Apart from these programmes there are others such as: formation of instructors and industrial workers; training of supervisors and industrial relations workers; literacy training and primary education for illiterate workers or those who are without primary education certificates; the National Learning Programme, which combines the formation at INCE centers with work in the industries. Others include the Indirect or Delegated Action that INCE carries on through sections for the textile, petroleum and petrochemical, tourism, farm and banking fields; formation in penitentiary centers and formation in military institutions.

By law the industries must pay to INCE a yearly quota for the number of employees that they have. It is recognized that the institute has accomplished a great task in the preparation of the human resources necessary for development and as well as in the personal and professional promotion of young people and adults. As stated in the VIth National Development Plan, during the 1980-85 period the INCE, apart from contributing to the National Literacy Campaign, will also develop activities such as widening the occupational rehabilitation programmes and establishing, during 1981, a pilot occupational rehabilitation center in the Capital Region. INCE will train 3,175,762 people during the quinquennium at a cost of 5,371 million bolívares, of which the state shall contribute only 785 and the rest will be paid by the industries. It will extend the National Learning Programme, previously offered only in four states, to the whole country and will make industries fulfil the obligation of including within their personnel 5% apprentices. During that same period the Habilitation Programme will enable 651,300 people to acquire education and skills and train 17,700 instructors. The number of partici-

pants in the distance instruction programmes will increase to 567,000; use will be made of radio, television and correspondence courses for the population that cannot attend INCE centers directly.

(2) The Adult Education Division, through the Arts and Crafts Training Programme, prepares young people and adults in a variety of arts and crafts such as sewing and cutting, cooking, ceramics, handicrafts, secretarial skills, accounting, etc. This permits their incorporation into the work force and, in the case of women, contributes to the improvement of the home environment, to better care of their children, and personal growth. The Ministry of Education aims to train 109,440 young people and adults during the period 1981-85; this is in addition to those trained in the programmes implemented by each of the state's bodies. It will reach a total number of 241,391 participants. According to the Ministry of Education, for the school year 1982-83 some 55,297 persons were trained in 592 Capacity Centers which comprised 2,468 sections run by 2,002 teachers.

(3) In rural areas there are training programmes being developed with the help of INAGRO in the fields of fishing, cattle ranching, agriculture and animal husbandry. These programmes have as their aim the training of adults in an intensive course in the fixed training centres and within factories. For the period 1981-85 there will be 125,352 beneficiaries of these programmes.

(4) Also for rural areas, in the Teacher Training Center "El Mâcaro", there are special programmes for the training of home demonstrators, other functionaries, and members of communities that receive special training. Special materials have been prepared that will help the peasant families to improve their conditions of life through a better use of human, material and financial resources, and that will assist them in the care and improvement of their environment and in developing their aspirations as family and communal groups.

(5) With the establishment of the Ministry for the Development of Intelligence, several joint programmes have

been created in cooperation with the Ministry of Education with the aim of achieving a qualitative change in the development and education of the individual from early childhood to old age. Among the programmes being developed there are some that are outstanding such as:

- The Family Project, which is for informing mothers who come to the various maternity wards and hospital centers about attending to and stimulating the integral development of a child from before birth until 6 years of age. The programme uses audio-visual and printed materials and mass media.

- Projects in which new methods are being tried out that will improve the learning capacity and the creativity of the population.

Other projects are directed towards the development of cognitive skills and creative thought in the adult population. The following projects are still in an experimental phase: "Armed Forces", "Creativity for Public Administration", "Creativity and Inventiveness Salon" and "International Organization of Labour". With the help of all these projects, it is hoped, during the 1981-85 period, to assist more than a million families with the incorporation of nonformal educational actions, through radio, television and printed materials.

(6) The creation of the Centers of Environmental Education: the Ministries of Education and of the Environment plan to extend the Environmental Education Centers, which have been tried out in basic schools in 17 rural localities, to all rural and marginal urban schools. Such centers are a response to the need to involve all citizens in the conservation activities being developed by the communities.

(7) In the context of Lifelong Education, the Ministry of Education is developing a project called "Innovation in Nonformal Education". The innovation carried out in urban, rural, frontier and indigenous communities has as its objectives:

- to establish a technico-administrative organization at the local and regional level that will permit

the introduction of nonformal education projects into the chosen communities;

- to contribute towards improving the educational level of the population and the existing conditions of life through nonformal education programmes;

- to promote self-administration so that the participants can formulate strategies for actions for the promotion of their social and individual development.

This experiment is controlled by groups at the national, regional and local levels which have established various organizational models in accordance with the characteristics of the various regions. Three areas of development have been selected, viz. Recreation, Health and Labour, and these have been divided into sub-areas. Every programme takes into account: definition of the area, general objectives of the area, sub-areas with their characteristics, objectives and specific programmes for these sub-areas.

The programmes have broad and flexible designs so that the target population might have the opportunity of participating directly in their reformulation and the introduction of new actions based on their needs and interests. That is to say, the programmes are:

- loosely structured and interrelated;

- organized on the basis of tasks and skills connected intimately with the needs of the population and are presented in the form of short tasks;

- of short duration, with a timetable closely adjusted to the participants' available time.

Programmes were structured in this fashion: *recreation*, including as sub-areas recreation and sport, recreation and art, recreation and folklore and recreation and social life. For the *health* area, the following sub-areas were established: food and nutrition, environmental sanitation, and security and first aid. For the area of *labour*, sub-areas were selected for orientation, organization and potential improvement.

For each of the sub-areas within the different areas several programmes were established. The projects contemplated levels of implementation, development and evaluation. In the first, an action plan was developed in order to achieve the participation of the population in the programme, and contained activities such as: radio programmes, movies, visits to homes, revision with community leaders, motivation for the region's organs and institutions, orientation of participants into groups, etc. At the development level, programmes were introduced using mass, group or individual techniques.

With regard to those involved in the programmes, the following points should be noted:

- The participation of the target population is decisive.

- The people who act as motivators, coordinators, facilitators or promoters of the programme should know the culture and way of life of the target population well and be able to gauge what skills should be developed. They should identify totally with the problem and adopt a critical and participative attitude, be able to express themselves in simple and colloquial vocabulary, pay attention to participants' opinions and complaints, stimulate or encourage the initiatives taken by the participants, and maintain contact with community institutions, the leaders of the institutions, etc.

- Together with these two groups, the supervisor is in charge of controlling, evaluating and supervising the educational activity.

The project does not require special classrooms, and so it uses the halls and libraries of the existing community institutions; also private homes, parks and other available areas in the locality.

At the evaluation level, emphasis is put on the degree of participation, development of skills and abilities, canalization of aptitudes, promotion of social and economic organizations, group relations within families and in the community, the degree of

interaction of the participating groups, identification, formation and canalization of leadership, changes in the level of instruction and/or improvement and application of new techniques and methods of learning for community development.

(8) Other private and official programmes emanating from literacy programmes have promoted conservation and helped peasants to acquire primary education levels. Water being the fundamental source of life for the region of Turimiquere, a literacy system was designed which was based on water conservation. As special materials, three books for this purpose were prepared. Other relevant activities included 'ecological' games (puppets), poetry and song.

3. MORE INTENSIVE STUDY OF SELECTED TECHNIQUES AND PROGRAMMES

From the general programmes presented above, we have selected five that represent a good cross-section. Two of these are under the control of the Adult Education Division (Supplementary Reading Materials and Correspondence Course), one has been developed by the Planning Office of the Ministry of Education (Occasional Programme Based on Special Need and Interest) another by the INCE (Out of School Programme Parallel to the School System) and finally a programme run by a Catholic organization "Fé y Alegría" (Faith and Happiness) is presented (Radio).

In each programme a description and an analysis of the results or experience gained are given.

3.1 Occasional Programme Based on Special Needs and Interest

Title

Social Organizations and the Self-Development of the Individual.

Type of Course

It is a programme included in the project "Innovation in Nonformal Education" that the Ministry of Education is trying out in urban, rural, frontier and indigenous communities.

Target Population

Groups of Families within various communities.

Agencies

The programme is coordinated by the Planning Office in the Ministry of Education; at all stages a number of national, regional and community institutions participate. Some of them are as follows:

- House of Culture of the "Villa del Rosario" Community.
- Institute for the Protection of the Child.
- Committee of Human Solidarity of Machiques.
- Broadcasting stations of the Perija District.
- Regional Directors of Education.
- General Secretary of Education and Culture of Zulia State.
- Public and Private Schools of the Community.

Needs Assessment

- The scarcity of social organizations in the communities.
- The individual need for analysing the socio-cultural reality in order to develop actions toward the solution of the problems and to improve the quality of life.

General Objective

To promote better human relationships and individual self-development through the stimulation and organization of social groups for analysing the social-cultural reality of the communities.

Basic Contents

(a) The social organizations

- Size, types of organizations, protection of the community
- Human relationships

- How to stimulate individual self-development

(b) The promotion of different types of social organizations

- Thematic research

- National, regional and community traditional festivities

- Occasional or incidental festivities.

Duration

There is no definite period of time to complete the programme. The time depends on the participating groups.

Location

The programme was run in the Perijá District, a rural area of Zulia State.

Group Size

The participating group was composed of 219 families which were directly involved in the programme, although indirectly 524 other families benefited from it.

Selection of Participants

Since it was a nonformal programme and the intention was to have every person involved, all the family groups of the community were invited.

Publicity

The family groups were motivated to join the programme through a variety of means, including the following:

- Distribution of posters in the community

- Visits to the family homes

- Meetings with the family groups

- Informal conversations with members of the community

- Broadcasting messages.

Personnel

- Local team (16 promoters and 4 supervisors)
- Central team (5 educational planners)
- Sports trainers
- Cultural advisers
- Voluntary leaders of the community
- Teachers in the community
- Members of youth groups or clubs
- Family groups.

Resources

(a) *Financial:* the Ministry of Education and the other institutions implementing the programme gave the necessary financial resources to develop it. The general "Innovation in Non-formal Education" project cost about 1,000,000 bolívares, including the salaries for the central and local personnel. The cost of this specific programme was about 400,000 bolívares, excluding salaries.

(b) *Techniques and materials:* Broadcasting messages, posters, social games, sports centres, narration of experiences, dances, information boards, movies, etc.

Linkage with Other Programmes

The programme is closely related to 23 programmes of the Non-Formal Education project because it is considered the base for effective participation of individual and family groups in the other programmes. If the individual is capable of self-development then he or she is in a better position to achieve the objectives of the succeeding programmes.

The programme is also indirectly connected with the

formal system because the activities are based on the previous learning that the youth and the adults have acquired through the formal programmes. The programme will also serve as a base to continue in the formal system.

System of Coordination

The local team is in charge of the programme coordination, and the team members apply the following strategies:

Action	*Responsible Agents*
- To know and to mobilize the family groups	- Promoter and the Community Council of Education
- To select the problem or subject of study	- Promoter and the participating family groups
- To plan the actions	- Promoter and the participating family groups
- To execute the plan	- Promoter, family groups and the Community Council of Education
- To evaluate in a formative way the activities and replanning of the actions	- Promoter and the participating family groups
- To evaluate in a summative manner the results of the actions.	- Promoter, participating family groups and the Community Council of Education.

Follow-up Activities

These are established by the local team using observational techniques and instruments and having periodical meetings with the participants.

Evaluation

(a) *Programme:* The local group, as stated above, coordinates the evaluation of the whole programme and of each of the activities, and the group discusses with the national team the results and the new actions proposed by the participants.

(b) *Learners:* In order to know the behaviour of each member of the group and also of the group as a whole, they used directed observation of the activities and applied the following methods:

- Family cards to record the personal data and educational level of each family member.

- Questionnaires asking participants' views on the types of self-promotion and social organizations.

- Observational guides to register the types of human interrelationships, degree of participation, and types of self-promotion defined by the participants.

- Registration of significant events to observe participant behaviour in relation to social organizations, the projection of these social organizations into the community, ways to increase self-promotion, participation in social-cultural activities and in traditional and national festivities.

Results and Experience Gained

Some of the major results of the programme are as follows:

- The family group participates invariably in solutions to community problems.

- There are new ways of home participation and family members look for a better form of living together.

- The members of the family group develop a lasting attitude of collaboration and a better group solidarity.

- Through self-development the family group members take interest in finding practical solutions to community problems like the following:

  attention to abandoned children;

  getting birth certificates for children who do not have them;

  attention to handicapped people;

putting up street signs for the locality;

attending to the local water supply;

providing identity cards to community members who do not have them;

- Massive participation of young people and their mothers in the actions planned to find resources for the programme.

- Incorporation of new family groups into the programme.

- Promotion of recreational activities such as:

tourist trips;

arts and handicrafts exhibitions;

mothers and sport clubs;

rhythmic games and sport clubs;

actions to recover and to conserve open places for recreation;

increased readiness to use leisure time for sport, cultural social activities;

compilation of "Decimas" (folk ballads);

direct participation of groups in the compilation of tales, folksongs, legends, and participation in the maintenance of customs and traditions.

3.2. Correspondence Course

Title

The Adult Education Division of the Ministry of Education, in order both to cater for increasing demand and to experiment with new learning strategies, has substituted the old correspondence course by a new programme named "Education over a Distance" which, using a flexible design, combines different educational resources, (correspondence

courses, educational centers, audio-visual aids and others) in order to reduce the limitations of time and space.

Target Population

At present the programme is given to persons at least 15 years old.

General Objectives

- To provide, using diverse strategies, the basic elements which permit the adult participant to develop responsibility and self-learning.

- To achieve, through the socio-educational orientation, the necessary interaction between learners and the educational materials.

- To experiment and to evaluate educational strategies where the participant is the central axis around which the activities are organized.

- To contribute to the search for alternatives which permit the incorporation of a greater number of participants in the educational process.

Content

The areas covered by the programmes are those stipulated for regular Adult Secondary Education. The number of hours varies according to the strategy used.

Types and Modalities

It is a regular programme which may be completed at home along with other activities that are done in the centre. The duration depends on the participant, but it is considered that three months is sufficient time to complete the course.

Learning Strategies

The participant, according to his possibilities and needs, can select the strategy which he considers more convenient. He can study at home, using the instructional package,

which is considered a basic material. In this case he goes to the centre when he considers that he is ready for evaluation. Or he can go to the centre with the instructional teacher's guidance about the programmes, methods of study and evaluation procedures.

Executive Units

The Centres of Distance Education are the executive units. These are open units in which the participants can use the educational services, which include academic assistance, instructional orientations, learning resources, participation in group activities and evaluation.

Organisational Structure

The following table indicates by which Units and at which level are implemented the main activities pertaining to the programme.

Level	*Unit*	*Functions or activities*
Central	Department of Educational Innovation	- Planning and technical orientation - Design and production of learning materials - Training personnel - Distribution of financial resources - Supervision - Evaluation
Zonal	Adult Education Section in the Zone	- Reorganization and control of the Centre personnel - Supervision - Evaluation of the programme
Institutional	Centre for Distance Education	- Registration, control and orientation of the participants - Distribution of learning materials to the participants - Evaluation of learners and programme

Resources

(a) *Financial*

The Programme is funded from two sources, namely the budget of the Adult Education Division, which varies each year and depends on the number of centres and participants, and the fees paid by the participants using the learning materials.

(b) *Personnel*

Central Level: One Coordinator of Programme; Three Editors; One Artist; Four Equipment Operators; Eight Subject Specialists; One Accountant; Two Typists.

Zonal Level: Five Supervisors.

Local: General coordinator, coordinators of areas, assessor for each subject, librarian, secretaries.

It should be noted, that the personnel at the central and zonal level have other responsibilities besides this particular programme. The institutional and personnel resources stated here are for the centres already in existence.

(c) *Material*

Office equipment, cassettes, audio-visual aids, learning materials, tape recorders, library, cards, maps.

Publicity and Motivation

- At the Local Level: A motivational campaign is launched in the respective community. The participants collaborate in the promotion through newspapers, leaflets, wall newspapers and person-to-person contacts.

- At the Central Level: The same activities as at the Local level take place. In addition, general publications with the characteristic of the course, period of

registration, location of the centres and other information important for the participants are made available.

Fees

The participants pay a total of 150 bolivares towards the cost of the learning material. The package that every student receives is composed of a modular series in each subject with cassettes, instructions and textbook.

Linkage with Other Programmes

This programme is an important part of the general strategy used by the Adult Education Division and complements the regular and direct courses.

Evaluation

(a) Learner evaluation

- Self-evaluation, which is practised by the participant using the evaluation materials included in the learning package. These materials include remedial exercises and separate sheets with the correct answers.

- Direct evaluation is effected by the teachers in the Centre.

The student can sit the examination when he considers that he is ready for it.

(b) Programme Evaluation

This is continuous and includes level of student achievement, effectiveness of the learning materials, personnel activities, infra-structural aspects (centre organization), and integration between the students and the Centre.

Questionnaires, observations, conferences, and exchange of ideas all contribute to programme evaluation. The results are used to review the material and other elements of the programme. Since this is a new programme, the results and the experience gained are still limited.

3.3 Supplementary Reading Materials

Types

The Adult Education Division of the Ministry of Education uses as part of its regular programmes supplementary reading materials for:

a) Neo-literates

b) The general community

c) Teachers' motivation.

Population

Each type has a specific use, but types (a) and (b) can be used by all the literate persons in the community. Type (c) is directed at potential or actual adult teachers.

General Objectives

- To develop a critical and reflective person with appropriate attitudes towards the transformation of existing conditions in accordance with community needs.

- To contribute to the analysis of the immediate reality in the national context.

- To cultivate attitudes relevant to the enrichment of life and to become a more effective member of the community.

- To reinforce reading abilities.

- To promote the use of reading as an instrument of learning and recreation.

- To introduce the adult participant to the writing of reading material.

- To disseminate scientific knowledge for the promotion of attitudes towards work and health.

- To amplify the participants' linguistic scope and cultural background.

Content

The content extends from specific knowledge to more general knowledge of complex forms of social behaviour (family attitudes, group activities, community problems, general information about work, society, etc.).

Preparation

The material is prepared by CREA (Adult Education Regional Centre), which has specialized personnel to plan and to elaborate the material. These are the principal authors, but other persons also write material under the coordination of CREA.

The material is pre-tested on a sample of the population and is evaluated by both the CREA personnel and Centre coordinators.

Presentation

This varies according to the clientele but all of the materials produced have to take into consideration the CREA criteria and suggestions concerning title, format, illustrations, size of lettering, content, style, theme, vocabulary and the effects on the participants.

Participation by Users

Currently the material is being used in a restricted form by the adults who are participating in the Adult Division Programmes. The material is part of a series.

There is currently little participation by users in the preparation of materials, but this is planned for the future and CREA coordinators believe that participants can contribute in a number of ways, e.g. by selecting themes, problems, vocabulary and also in the distribution and evaluation of materials.

Publicity

Each community uses various publicity strategies, including word of mouth and the conventional methods in use by the Adult Education Division (see correspondence courses).

Distribution

The material is distributed through the centres but this distribution has been irregular. The distribution procedures start when the material is pre-tested and can be given to the participants according to the programme for which it constitutes supplementary material.

Cost

Costs are very low because the material is simple and the Ministry of Education can produce a great number of copies. The source of finance is the budget of the Adult Education Division of the Ministry of Education. The participant does not pay for the material.

Linkage with Other Post-Literacy Programmes

These materials are part of the strategies used by the Adult Education Division and are related indirectly to the formal programmes.

Evaluation

The material produced by CREA is evaluated internally by the people who elaborate it and by the Centre Coordinator, and externally by a group of persons specially designated for this purpose.

In 1977 the VIth Mission of Study and Participation of OEA and the Venezuela Ministry of Education evaluated the material and made several recommendations.

3.4 Educational Radio

Title

"The Teacher at Home": a programme of the Radiophony Institute Fé y Alegría.

Type of Programme

It is a national programme. Today it covers four cities; three more will be covered soon and others will be incorporated later. The programme is composed of four courses or levels and it is offered on a regular basis.

General Objectives

- To promote the integral education of adults.
- To enhance the capacity of adults in areas such as fast reading, methods of study and use of leisure time.
- To give adults the basic knowledge necessary for a primary or basic cycle diploma.

Target Population

The participants are illiterates or persons who have not completed primary education. The number of participants today is 4,700. So far 1,982 participants have completed primary education, and 24,242 have completed a course or level.

Time, Frequency

Each of the four courses has a duration of 21 weeks, 5 days a week. Each transmission has a duration of one hour and the student must devote one or two hours a day to preparing the materials. The participants also set aside two hours during the weekend in order to go to the centres and receive orientation and to exchange materials.

The broadcasting system in Caracas transmits every day from 7.00 to 22.00. The primary programme uses the following time slots: Levels 1 and 3 from 13.00 to 14.00 and from 20.00 to 21.00. Levels 2 and 4 from 14.00 to 15.00 and from 21.00 to 22.00. The rest of the time is dedicated to programmes on subjects like sewing and cutting, to general educational programmes, religious programmes and music.

The participant can choose one or two of the transmissions and listen to them at home and then attend one of the 92 orientation centres. The distance from home to the centre is short and the fees are low. Hence we can say that it is a very accessible programme.

Auxiliary Printed Materials

This material is prepared to support the radio class. It is typewritten and forms part of a general programme. It is divided into levels for day-to-day and week-to-week activities.

There is a general scheme for each class. The scheme sheet gives the content and exercises for the participants. In levels 2 and 3 there is a sheet for each subject and the participant can use more than one sheet a day.

Preparation, which is in accordance with the institute regulations, is by the same teachers who teach by radio.

Evaluation is by the teachers who prepare the material, the Director and Deputy Director of the Institute, and by individuals from the outside.

Distribution is through the centres. The Institute sends the material out weekly and receives the material used the previous week together with information on student use. The participants go to the centre to return their exercise sheets and receive the new material.

Cost: The weekly material costs the participant five bolivares. Three of these bolivares are to pay the orientator and two are for the Institute.

Production of Programme

The programme for each level is prepared according to the requirements established by the Adult Education Director of the Ministry of Education. The teachers prepare the material using the normal adult programme, and the radio programme is recorded by teachers using the written material. The auxiliary printed material is elaborated later. The programme, the radio class and the printed material are evaluated by teachers other than those who prepared them and also by the Director.

Selection of Teachers

(a) For group orientation: The teachers are selected from volunteers who demonstrate a capacity for and an interest in helping people and can attend to students during weekends. It is necessary to have a teacher certificate or higher level of study.

(b) Those preparing the material must be graduate teachers or persons who have graduated in the field of learning resources. They are given a training course related to the activities they are to do. They are responsible for the elaboration of the written material, for recording

the classes and for trying out the material.

System of Coordination

The coordination system includes the Director of the Institute, who is responsible for the programme, as well the evaluation of the material and its distribution. A second level is constituted by the teachers who prepare the written material and record the radio classes. It is the responsibility of each centre to collect the exercise sheets, send them to the institute, check the participant payments and coordinate the study group sessions.

Cost and Financial Resources

Each participant pays 10 bolívares for registration and 5 bolívares a week for material (additional sheets, 2 copybooks, pencils). Each level costs the participant 115 bolívares. When the participant completes level 4 he has to pay 15 bolívares to sit the final examination.

The monthly cost in Caracas and Maracaibo (including other programmes which are offered by the institute) is 180,000 bolívares.

Since there was a general total of 4,750 participants in 1980, the cost per student was 38 bolívares.

The financial sources are:

- Student fees: ca. 16% to 18%
- Ministry of Education: ca. 60% to 66%
- INCE: ca. 8% to 10%
- Sponsors: ca. 10% to 12%

Related Study Group

The participants go to the centre every weekend for sessions with the orientator. The sessions last one to two hours and some of the activities are:

- Questions from the participants about objectives, contents, the exercise sheets, etc.

- Reinforcement and motivation from the orientator
- Evaluation of the efforts
- Collection of answered exercise sheets
- Return of corrected sheets
- Distribution of new material
- Formalization of participant payment
- Exchange of experiences
- Preparation of the report to the Institute
- Discussion to prepare common, group plans.

Follow-up Activities

Administrative: Each centre reports to the Institute once a week on the number of students, dropouts, evaluation results and other matters.

Pedagogical: There is a weekly report on the programmes, material and radio transmissions.

- The Orientation Centre is visited by personnel from the Institute to evaluate the group activities.
- Sessions are held by zones with the orientators of the Centres to review the programme and study new programmes.
- The progress of the participants is evaluated after 7, 14 and 21 weeks.

Linkage with Other Agencies

The programme and the Institute have relationships with similar programmes in Bolivia and Ecuador.

In Venezuela the programme is connected directly with the formal system because it is based on the regular study plan. The students take examinations and obtain certificates from the Ministry of Education. The participants who complete the programme can continue their studies at the secondary level.

Evaluation

Programme

- Internally by teachers, directors and sub-directors of the institutes.

- Externally by sponsors and by the Ministry of Education.

Student

- Periodically at home and in the centre, using the exercise sheets.

- Final examination by the Ministry of Education through which the student can obtain an official certificate.

Experience Gained

On the basis of the programme evaluation made by external institutions and by the Institute, it can be said that the programme is very effective and is appreciated by the participants; it is recognized by the Ministry of Education, INCE and other institutions.

3.5 Out-of-School Programme Parallel to the School System

Context

The National Learning Programme (NLP) is an INCE programme created in 1964 in accordance with article 13 of the INCE law, which states: "When the Institute decides the training of minors in factories, workshops or organized works, the enterprises have to employ and teach, or pay for teaching, an occupation to a number of minors selected to this effect, up to a limit of 5% of the total of the workers".

Type of Programme

The National Learning Programme is a regular type of programme for INCE and an occasional or regular programme for the enterprises, depending on their needs.

Every programme has to be composed of two parts: Basic Training in the INCE Centres and Practical Training in the factories or industries.

Learners

The participants are called "apprentices", which, according to article 13 of INCE law, are "workers less than 18 and more than 14 years old, undergoing systematic professional training in the occupation in which they are working, without having graduated earlier from a training course in that occupation".

In the selection of apprentices INCE has established two criteria: (a) workers nominated by the enterprises, (b) persons selected by INCE and sent to the enterprises. After they are accepted as workers, they can enter the programme. The National Administrative Council of INCE decides the number of apprentices that the enterprises have to contract on the basis of the number of workers that they have, geographical location and economic activity. Today only the industrial, commercial, service and state enterprises are obliged by law to accept a quota of apprentices.

When the selection is completed, the enterprises organize the apprentice work according to the training programme approved by INCE so that the apprentice has the opportunity to practise the different tasks of the occupation.

Objectives

The general objective is for the apprentice to acquire in a systematic and progressive manner the theoretical and practical knowledge of an occupation while working in an enterprise.

Every Learning Programme is composed of:

- Theoretical instruction designed to develop a basic knowledge of the job requirements.

- Practical training in which the participants can develop the skills that will permit them to do the selected job efficiently. In this part of the programme, which is completed in the factory, the participants have to under-

take various activities in which they can practise the tasks according to the number of hours required for each task. The rotation also provides an increasing order of difficulty, which makes possible the successive mastery of the operations of each task.

Curriculum Activities

The learning process is organized as follows:

Theoretical Programme:

The necessary basic knowledge that will be given to apprentices during the programme.

The number of hours estimated for the programme.

The sequence of the themes.

Practical Programme:

The operations which compose the occupation.

The number of hours that the apprentices have to work at each operation in order to acquire the necessary proficiency.

The sequence in which the operations have to be practised for better comprehension and mastery.

Course Duration

The length of the course varies according to the occupation. The maximal duration is four years; the minimum is determined by the analysis of the occupation.

Management

The programme is in general coordinated by INCE and the enterprise. A Committee of Learning is in charge of the programme administration. It is composed of the enterprise supervisor of the programme, a supervisor from INCE, and a representative of the workers. The instructor can be from INCE or another authorized institution, but in every case he has to follow the general conditions of the programme.

When the enterprises apply to the NPL, they have to

proceed in the following manner:

(a) The enterprise selects the occupation according to its needs.

(b) The enterprise trains the apprentices according to the programme recommendations in order to create in the new worker a favourable attitude towards the programme.

(c) The enterprise organizes the work of the apprentice according to its production needs, but the apprentice has to practise the necessary operations indicated in the programme, following the prescribed sequence and working for the stipulated number of hours.

(d) The enterprise organizes the execution of the theoretical programme along the following lines:

- The courses of the INCE centres or other specialized centre
- INCE instructors or others from a specialized centre on contract
- INCE correspondence courses or others
- Textbooks
- INCE distance courses.

If the enterprises want to develop programmes different from those included in the INCE list, they have to observe the following criteria:

- Universality of the occupation
- Adequate ratio between Practical Formation and Theoretical Base (3 to 1)
- The occupation does not need as a pre-requisite experience in any previous occupational area
- A maximum duration of 4 years for the courses.

The respective curricula have to be prepared according to the following regulations:

- Analysis of the occupation (Occupational Profile).

This covers identification, description, tasks which constitute the occupation and breakdwon of the tasks into operations.

- Formulation of the objectives in terms of observable behaviour
- Organisation of content (Programme of Theoretical Formation and Programme of Practical Formation)
- Evaluation
- Sending the programmes to INCE for approval.

Centres

Today, after the Programme was extended to the whole country in January 1981, there are 79 centres, of which 32 are in commercial sector, 44 in the Industrial and 3 are common to both. These centres have the basic equipment for theoretical instruction (machines, handbooks, learning materials), and the practical training is given using the equipment of the enterprises.

Geographical Area Covered

There is provision throughout the country, with centres in the cities in which there are commercial and industrial enterprises that by law are obliged to be in the Programme.

Examinations, Certificates

The evaluation of learners takes the following forms:

(a) Periodical evaluation in order to establish whether the apprentices are acquiring the necessary theoretical knowledge and practical skills. Upon entering the programme, the apprentice receives the student notebook, in which all the personal data and results of his performance, including evaluation results, are registered.

(b) Supervisor reports on the performance of each apprentice.

(c) A final examination which can be taken either at INCE centres or in the enterprises. If the examination is done in the enterprises, a Committee of Evaluation makes the final decision. It is administered by the Supervisor of the Programme, the INCE supervisor of learning, and the immediate supervisor of the apprentice. If the apprentice passes this final examination he receives a certificate that accredits him as a qualified worker in the respective occupation.

Equivalence

The apprentices can obtain credit for previous knowledge before they enter the programme; appropriate modifications are then made to their particular programme.

Since May 1980, according to Presidential Decree No. 604, the apprentices who complete their studies in hte NPL, are regarded as having acquired the equivalence of studies at the Primary and Secondary (Basic Cycle) Education level in the formal system. That important decision links the NPL to the formal educational system.

Cost

The cost of the programme is difficult to establish at this time because it depends on the occupation and also because INCE has a general budget for Centres in which the programme is developed as well as for others. The INCE budget (1981) for The Industrial Centre was 126,119,581 bolivares and for the Commerce Centre it was 64,078,802 bolivares.

Follow-up Activities

INCE controls the National Programme of Learning in its different stages:

(a) As soon as the programme is initiated the enterprises have to send the apprentices their contracts and registration.

(b) Control of the theoretical programme: According to INCE law, the enterprises must give the apprentices the necessary time to study the subjects of the programme. The activities of INCE centres or other authorized centres are controlled and the attendance,

activities and evaluation results of the apprentices are registered. A supervisor of learning goes to the Centre every month and evaluates the instructor activities, including the pedagogical ones. He has to submit a report of each visit.

(c) Supervision of practical training: During this stage the apprentices have to fill in the "Practice Control Form", in which they register the number of hours worked and the tasks established in the programme. The learning supervisor will verify, together with the apprentice's immediate supervisor whether the practice is carried out in accordance with the corresponding programme. The INCE supervisor has to:

- Interview the apprentice's immediate supervisor concerning behaviour, assistance, achievement, problems and solutions.

- Observe the apprentice at work in order to verify if he uses the correct time to perform the operations of each task.

- Ask the apprentice his opinion of the programme, activities and evaluation and ask if he has problems, guide him in the search for solutions and remind him of his obligations as an apprentice.

If the enterprise cannot offer practical training, it may make an arrangement with INCE and pay the cost of the training and the subsistence of the apprentice. If the enterprise does not contract apprentices, it has to pay INCE 14,480 bolívares for each apprentice, i.e. the estimated annual cost of study and maintenance of a NPL participant.

Linkage with other Complementary Programmes

The National Programme of Learning is part of INCE's general strategy to achieve its objectives and in this sense it is related to other programmes, especially to Complementary Training which provides additional knowledge and/or skills, with the objective of increasing the productivity of participants. This level includes systematic training and specialization.

Evaluation and Experience gained

Quantitative and qualitative evaluation is effected every year using formative and summative techniques.

At the end of 1980, 3,208 apprentices qualified as trained workers, and 8,804 were ready to qualify. The programme was evaluated by means of the procedures explained above and in a summative way through special seminars.

In 1981, CINTERFOR (Interamerican Center for Research and Documentation in Professional Formation) evaluated the Programme using a national sample of 562 workers who had graduated, their supervisors, and the managers of the enterprises in which they worked.

Of these 562, some 475 were working and 87 were unemployed. Some of the results of this study are:

- The majority of the sample (75% of the employed and 68% of the unemployed) said that they had registered in the Programme on their own initiative in order to obtain an accelerated training.

- Forty-nine per cent of the sample had sufficient earnings when they entered the programme and 58% had incomplete secondary education and are working as qualified workers with salaries which range from 2,500 bolivares to 3,000 bolivares a month.

- Seventy-one per cent of the participants in the study said that they had opportunities to apply in their professional life between 50% and 70% of the knowledge acquired.

- Forty-one per cent considered the programme "good"; 25% "very good"; and 21% "excellent".

- Fifty-two per cent said that all parts of the programme were useful; 21% that the Practical Training Programme was useful; and 6% did not find any part useful.

- Forty-nine per cent had no criticisms to make; 11% found deficiencies in the practical training programme; 9% in the enterprise supervision, 8% in their INCE supervisor and 1% in all of the programme.

- eighty-eight per cent of the programme graduates were working full time in the occupation learned and 83% were satisfied with the results of the programme.

- Ninety-one per cent of the supervisors prefered the apprentices from the NPL and 46% said that they did not see deficiencies in the formation.

- Eighty-four per cent of the managers prefered the apprentices from the NPL and 79% agreed with the Programme regulations. The majority considered that it was a good programme and contributed a lot to the formation of qualified workers.

The study made a number of recommendations, including the following:

- It is necessary to review the curricula and train the teachers accordingly.

- The programmes should take more notice of regional differences.

- A new strategy of supervision for the Practical Training Programme should be implemented.

- Follow-up activities for workers who have completed the programme should be established.

- Motivation and diffusion campaigns be improved.

4. SUMMARY AND CONCLUSIONS

4.1 Summary

A brief analysis of post-literacy activities in the country shows that:

(1) Adult Primary Education is making a fundamental contribution to the reduction of functional illiteracy. It is true that many adults do not make use of their literacy skills. The reasons for this have to do with their work, their geographical location, insufficient motivation and the feeling that they can play a sufficient role in society with what thay have already learned through their families. The trend, as stated by Navarro (1), is that those who enrol in the courses complete them. Enrolment in the first course (identified with elementary literacy) has in recent years amounted to between 15% and 19% of the total. Enrolment for the 2nd and 3rd courses is about 45% of the total number of those who enrolled initially; and those of the 4th course (last course of Adult Primary Education) is around 36% of the total enrolment.

It has also been observed that many of those who drop out of primary education later use Adult Primary Education to complete it. Sixty-three per cent of those that enrol in Adult Primary Education are under 20 years of age, which is significant. This is because Venezuela has a very young population; this age group also represents those who have the greatest potential for development.

(2) Adult Secondary Education represents a very important step towards the adult's personal and social advancement; but its achievements are largely unsatisfactory due to a high drop-out and repetition rate. Many adults enrol in the direct centres and other existing modalities, but few remain until they obtain their certificates. One of the reasons given for this phenomenon, apart from the lack of interest and the limited discipline adults sometimes show towards study, is that students - and especially many teachers - do not seem to have understood the methodology. Instead of acting as a facilitator of learning, leaving the basic responsibility to the adults, the teacher continues in the old role of a "giver" of classes, boring adults in many courses by not permitting them to put their accumulated educational gains into practice.

Other teachers have changed the sense given to the model. Arguing that adults are responsible for their own learning, some teachers have left their students too much alone and failed to provide them with the orientation they need. These students then make poor use of the system's flexibility both from the point of view of the organization of their study plan, and from the point of view of the opportunities given for self-evaluation. In spite of the great investments that have been made, this level is considered as one with little productivity. It requires the revision of the strategies used or of their implementation because every day there is a greater demand on the part of adults who have understood the need for more and better education. But their hopes are frustrated at this level.

(3) Adult Higher Education: the formal channels used by the Higher Education Institutes are constantly questioned due to their low productivity. In general, only ca. 20% of those that enrol graduate. There are certain careers where the percentage is much lower. It has been noticed that, among other causes, the low competencies that students bring from secondary education determine productivity at this level, though there are other factors of an economic, political, and social nature. Less formal channels develop better and contribute much more to the personal and professional growth of the adult.

Although the INCE has had difficulties in the development of some of its programmes, its programmes are among the best for the education of young people and adults. The extension of several of its programmes and the use within the formal system of some of its strategies is a proof of this. Thus in the VIth National Plan, the INCE is considered as a basic institution for the achievement of the objectives of the Venezuelan state in the fields of education and advancement.

INAGRO's programmes, El Mácaro, Environmental Education Centres and others have produced positive results, and many of them have extended their coverage. However, it is only after a more formal and systematic evaluation of these programmes that we shall be able to perceive their real benefits; nonetheless, there is no doubt about their usefulness for the provision of rural and marginal areas.

The results of the first programmes of Innovation in Nonformal Education are very good, and these programmes will be extended to other communities.

The activities of the Ministry of Intelligence are in an experimental stage; but their contents and structure respond to the needs of the population for complementary education. In order to be able to judge them adequately it would be necessary to analyze their first results in terms of the function they perform in relation to the objectives pursued, as well as in terms of their economic and social effects.

4.2 Problems and Constraints Experienced in the Field of Post-Literacy Education

The major difficulties experienced in the development of post-literacy strategies are:

(1) *Financial*: The fact that 40% of the National Education Budget has been assigned to Higher Education has created deficits in other educational levels, where the major portion of the population seeking education is concentrated. This has resulted in adult education not having at its disposal the budgets to permit a

wider coverage. To this we can add the fact that in many cases the financial resources used by several official institutions for adult education programmes were not efficiently used because of lack of coordination.

(2) *Motivational*: In spite of the increase in the number of adults who consider education to be the main source for making a better use of the available resources and in consequence improve the quality of their life, their number is still small in relation to that of the total population. In the rural and marginal urban areas many adults have not internalized the need for education in order to secure their subsistence. Motivational campaigns, generally carried out by the Ministry of Education, have not been as effective as they should have been in view of the message and the educational need of the population. Maybe what is missing are institutional campaigns which are planned and developed with the participation of the population.

(3) *Administration*: Many agencies or institutions have been offering help and post-literacy educational services in cooperation with the Ministry of Education but without its support. A real coordination of these activities is necessary in order to make the best possible use of human, financial and materi resources and to avoid unnecessary duplication of actions or exaggerated attention to one part of the population while neglecting the needs of the rest. The VIth National Plan presents programmes coordinated by the Ministry of Education that should produce a greater demand among adult populations for post-literacy programmes, thereby increasing the value of what these programmes contribute to education in all its modalities as channels to personal and social development.

4.3 Conclusions

The general analysis of the problem of illiteracy in Venezuela, and of the post-literacy strategies that are being used, shows that:

(1) There has been a trend over the last ten years towards the eradication of illiteracy in the population.

(2) Absolute illiteracy is ca. 16% and is greater in rural than in urban areas, and higher among females than males.

(3) The highest rate of absolute illiteracy is among farm workers and those who work in the service sector.

(4) Functional illiteracy is ca. 30%, the greater part of which is to be found among those persons who are outside the work force.

(5) Those who enrol in Adult Primary Edcuation have a tendency to continue until they obtain their certificates.

(6) The formal system at the primary education level is supplemented by distance radio and television programmes.

(7) Both at the Adult Secondary Education Level and at the Adult Higher Educational Level, formal and non-formal channels for educational training have been established for the young or adult populations with the dual aim of giving them better instruments for life and for work, and of certifying the educational level reached by the population.

The returns at both levels are considered very low. In the formal channel there is a high drop-out and repetition rate, which is partly due to socio-economic factors, but also in great measure due to the poor use that has been made of the established educational strategies. In the less formal programmes we can perceive better results, though the number of adults who make use of these programmes is still small. In many cases they cannot adapt to a strategy that demands of them a working discipline and independence in organizing their time and other resources.

(8) In the country, there exist other programmes of educational provision for adults, some of which have produced satisfactory results such that they have extended their coverage with respect to the programmes

offered and target population (INCE and Innovation in Nonformal Education for example). There are others that are in an experimental phase and which still promise interesting perspectives (e.g. those of the Ministry of Intelligence).

Finally, it should be pointed out that in Venezuela there exists, at the decision-making level in the field of education, clarity about the importance of post-literacy education and about the need for incorporating and developing post-literacy within the framework of permanent education.

The national plans demonstrate the initiatives taken and the attention given to this area. Through the exchange of information and experiences with other countries we hope to improve our programmes in order to provide the population with the best and most effective means of education.

REFERENCES

1. Navarro, Cèsar. *Considerations en Torno al Problema del analfabetismo*. Caracas, 1980.

2. Ministerio de Educación. *VI Plan de Desarrollo de la Nación - 1981-1985, Sector Educación*. Caracas: Oficina Sectorial de Planificación y Presupuesto. 1980.

3. Ministerio de Educación - OEA. *VI Misión de Estudio y Participación: Informe Final C.R.E.A.* Caracas, 1977.